

# GATEWAY CROSSING AREA PLAN

**DRAFT**

Botetourt County, Virginia

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PREPARED BY:



RENAISSANCE PLANNING

ON BEHALF OF BOTETOURT COUNTY, VIRGINIA

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## 1. INTRODUCTION

### 1.1 Area Plan Purpose

Gateway Crossing is the front door to Botetourt County. It is where three major routes – U.S. 220, U.S. 11, and Interstate 81 – come together, and is also a key passage between ridges for the world famous Appalachian Trail. The area has been a critical juncture for travelers and local residents for decades. As the county grew, the area's main arteries for traffic became increasingly congested, hindering its development potential. But changes are coming to Gateway Crossing. The Virginia Department of Transportation is rebuilding the exit 150 interchange. This project is designed to improve safety and traffic flow along U.S. routes 220 and 11. This major project will also improve access to land for new development. As a result, the county decided that the timing was right to take a closer look at how the land around the interchange may develop over time and create a vision for the future of this critical area. The purpose of this area plan is to clarify the county's preferred vision for the Gateway Crossing district and to establish policy for future development of the area so that the vision may be realized.

### 1.2 Gateway Crossing District Goals

This area plan builds on a study conducted in 2015 of market potential for various types of development. This study, named the Exit 150 Market Study and Conceptual Master Plan (hereafter referred to as the Exit 150 study) also yielded a vision for how the area could develop over time through infill development and redevelopment. The overarching vision is of a walkable district with a mixture of uses including housing and locally-serving shops and offices to the west of Interstate 81, and both local and highway-serving shops, hotels, and services to the east of Interstate 81. New sidewalks, greenways, bicycle lanes, and a local street network would knit the area together and better connect it to the Roanoke Valley region. This vision points to six key goals for the future development of Gateway Crossing.

1. Develop a mixed use center that is an attractive gateway to Botetourt County.
2. Create a walkable district connected by trails and a network of walkable and bike-friendly streets.
3. Revitalize Gateway Crossing as an economic hub of Botetourt County.
4. Update the county's development policies and codes to support the Gateway Crossing vision.
5. Unlock new development opportunities by providing street access from Routes 220 and 11.
6. Build a stronger connection to the Appalachian Trail to leverage this unique asset.

### 1.3 Relationship to the County Comprehensive Plan

This area plan will become an amendment to the county's comprehensive plan upon its adoption by the Board of Supervisors. It will supersede previously adopted policies, such as the future land use map adopted in 2011, for the Gateway Crossing study area. It will also amend the comprehensive plan to designate urban development areas, which are described in chapter 2.4.

### 1.4 Planning Process

The Gateway Crossing Area Plan builds upon the vision of the Exit 150 study. This study identified market-supported development opportunities in this district and illustrated a conceptual land use plan for the area. This vision, while enjoying broad support, has not officially been adopted as county policy. Setting policy is a key outcome of this area plan. Therefore, the planning process for the area plan picked



up where the Exit 150 study left off. The county engaged a stakeholder committee through meetings and a design charrette meeting, and held an open public meeting, during the development of the Exit 150 study. For the area plan, the county reconvened a Stakeholder Committee to provide its consulting team with guidance on key elements of this plan, such as the future land use map, the connectivity plan, and the design principles. The members of the Stakeholder Committee are listed in the table below.

<b>Name</b>	<b>Affiliation</b>
<b>Todd Dodson,</b>	Board of Supervisors, Amsterdam District
<b>Mac Scothorn,</b>	Board of Supervisors, Valley District
<b>Joyce Kessinger</b>	Botetourt County Economic Development Authority
<b>Lyn Hayth</b>	CEO, Bank of Botetourt
<b>Bill Thurman</b>	Chair, Planning Commission, Valley District
<b>Hiawatha Nicely</b>	Planning Commission, Amsterdam District
<b>B Painter</b>	Developer and study area property owner
<b>Andy Kelderhouse</b>	President, Fralin and Waldron
<b>Les Talbot</b>	Study area property owner
<b>Steve Mabry</b>	Study area property owner
<b>Andrew Downs</b>	Regional Appalachian Trail Conservancy Regional Director

The county also held an open house on September 19, 2016 at the Greenfield Education and Training Center to share initial land use, connectivity, and design concepts and gather feedback. More than 60 people attended the open house and shared their thoughts on the future of Gateway Crossing. A summary of their ideas is provided below:

- Having a mix of land uses in the area is important, especially for attracting younger people.
- The Appalachian Trail is a key asset that brings a lot of business to the area.
- The Appalachian Trail could use a safer crossing of Route 220; a bridge would be preferable.
- A new public park connected to an Appalachian Trail trailhead is an exciting possibility.
- A regional tourist information center would be a good use of land in this area. It could provide information about the county's history, the Appalachian Trail, and other tourist attractions.
- Clean industries are desirable.
- The U.S. Bike Route 76 also comes close to the Gateway Crossing district on Routes 11 and 779 (Catawba Road), bringing the potential for more tourists to the area.
- Providing sufficient water and sewer capacity to serve the Gateway Crossing area is important.
- Several vacant properties on Route 220 between Interstate 81 and Commons Parkway are development opportunities.
- Attractive development in Gateway Crossing is important for drawing people into the county.
- Access and visibility are keys to business success in Gateway Crossing.
- Access and traffic congestion are keys for residential success in Gateway Crossing.

- The Pilot service station is an important tax revenue generator and it will be difficult to access after the VDOT project is complete. Maintaining a left turn from Route 220 east to Route 11 north is important.
- New development in the Gateway Crossing area will bring additional traffic that will need to be accommodated.
- Botetourt County has great mountain views that are important to its residents. Future development should fit within the landscape and minimize disruption of view sheds.
- The county could use more affordable housing options, especially with new jobs coming.
- Consider accommodating a branch of the local community college in Gateway Crossing.
- The area could use more upscale restaurants.

## 2. PLANNING CONTEXT

### 2.1 Comprehensive Plan

Botetourt County adopted its first comprehensive plan in 1975. The county adopted the current version in 2004 and updated it in 2011. The current plan has a 2030 planning horizon.

The 2011 update emphasizes the desire for managed growth, and that growth along 220 and I-81 should be largely commercial development that caters not just to through travelers, but transforms the area into a place. That place has since been designated as Gateway Crossing.

#### *Land Use Elements*

The land use section of the comprehensive plan acknowledges the importance of the County's agricultural heritage and rural, small town character. The plan states that the county "should mitigate rapid growth along US 220 to preserve the rural character north of Daleville, and promote more growth around incorporated towns." (page 35)

The plan calls for balanced and compatible growth, development that respects rural and natural areas, and recommends focusing future growth towards Urban Development Areas. The plan emphasizes infill development, discourages scattered development, highlights the importance of protecting view sheds, and encourages cluster development as well as mixed use centers with multi-modal connections. It also calls for the continual review and update of the plan, zoning, and subdivision ordinances, in coordination with the county's towns. New growth is encouraged close to existing towns and centers in a compatible, context sensitive manner, with coordination and careful planning.

#### *Mixed Use Centers and Urban Development Areas*

The county in 2011 called for promoting growth in Urban Development Areas (UDAs). UDAs are a planning tool that helps local governments in Virginia create great places by focusing capital investments on target growth areas. Virginia authorized UDAs in 2007 (Virginia Code § 15.2-2223.1.) as a requirement

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#### ***Comprehensive Plan Vision***

*"Envision a community where County residents are attaining higher educational and economic goals; are enjoying a quality of life marked by safety and security, environmental protection, quality business and residential development, and a variety of recreational and cultural opportunities; and are pleased with the value and cost of government services." (Comprehensive Plan, Page 1)*

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for certain high growth localities, such as Botetourt County, to designate areas “sufficient to meet projected residential and commercial growth in the locality for an ensuing period of at least 10 but not more than 20 years.” In 2012, however, the state amended the Code to define UDAs more broadly and make them optional. UDAs now can be any areas designated by a locality in their comprehensive plan for higher density development that incorporate the principles of Traditional Neighborhood Development (TND). These principles embody classic characteristics of traditional communities such as:

- Walkable neighborhood centers
- Interconnected streets and blocks
- Diversity of land uses and housing types
- Easy access to jobs, housing and recreation by a variety of travel options (auto, bus, walk, bike)

In 2016 the county proposed designating Daleville Town Center and Gateway Crossing as Urban Development Areas. This designation will become official once the county amends its comprehensive plan to identify these areas as UDAs. This action is consistent with the comprehensive plan, which identified both areas as Mixed Use Target Areas. These are areas where the county envisions a mix of medium and high density residential and non-residential uses within a walkable and bicycle-friendly area. The plan further defines the Gateway Crossing Area as Regional Mixed Use, calling it an area that may be appropriate for housing, office development, hotels, movie theaters, and region-serving retail uses such as department stores and specialty stores. Therefore, the Mixed Use Target Areas are generally consistent with intent of Urban Development Areas and designating them as such is appropriate.

Once the county designates UDAs, it will also open an additional avenue through which the county or the Roanoke Valley Transportation Planning Organization (RVTPPO), can qualify for transportation funding under the state’s new Smart Scale project selection process. Transportation projects are eligible for funding through Smart Scale if they relate to a designated need in a Corridor of Statewide Significance or Regional Network, or a UDA. Members of the Stakeholder Committee and the general public raised concerns about access management and traffic flow along Route 220. The UDA designation could help the county secure funding for improvements to this critical arterial highway.

### *Transportation and Streetscape Design Standards*

The transportation section of the comprehensive plan highlights the importance of key gateways, such as Gateway Crossing, for shaping the impressions that people form about Botetourt County. Both their function and aesthetics are important. The plan states that “generally, future development along Botetourt County’s primary highways should increasingly be a mixture of land uses conditioned upon the provision

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### *Mixed Use Centers*

*“Mixed-use centers bring together medium-to high-density residential and non-residential uses within a walkable, bicycle-friendly, and/or transit-accessible development framework. Uses can be mixed vertically, within buildings; or horizontally, when tightly clustered in a pedestrian-friendly arrangement. Due to the diversity of uses and activities, mixed-use centers are typically vibrant destinations that attract attention due to their level of activity. Fundamentally, a mixed-use center should provide a full service environment and diverse land uses (residences, offices, retail, service, entertainment, civic, and open space) for residents, employees, and visitors.”*  
*(Comprehensive Plan, page 51)*

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or existence of adequate public facilities, the preservation of highway capacity, and improvements to access control.” (Page 54). Mixed use development and interconnectivity of new streets are important strategies for achieving this desire. Mixed use development allows people to meet some of their needs within their community without needing to travel on the primary highway system, such as Routes 220 and 11. Transportation planners call this concept internal capture. Interconnected streets are also important because they provide people with multiple ways of getting from point A to point B, rather than funneling all travel onto major highways. This area plan, by encouraging a mix of uses in Gateway Crossing, and by encouraging a network of interconnected streets, will help the county meet its goal of providing safe and efficient mobility for all modes of transportation. (page 62)

The county’s comprehensive plan also calls for streetscape design standards. The standards are not specified in the comprehensive plan. But this area plan supports the comprehensive plans call for streetscape design standards for the Gateway Crossing area. The plan states that “applied to I-81, at Exit 150, streetscape design standards can greatly improve the aesthetics and sense of safety for the area surrounding the interchange. This would improve the gateway into the Botetourt community from the south, and help change the overall character of land uses. Visually cohesive streetscapes use a variety of techniques including landscaping, undergrounding of utilities, and other streetscape improvements along street frontages that reflect adjacent land uses.” (Page 50)

## **2.2 Botetourt County 2017-2021 Capital Improvements Plan**

The Capital Improvements Plan (CIP) guides continued investment in the county’s physical infrastructure and facilities and is reviewed and adopted annually. It reflects priorities for growth and development outlined in the comprehensive plan. The 2017-2021 budget<sup>1</sup> does not include any streetscape, bicycle, or pedestrian improvements in the Gateway Crossing area. The CIP is a tool that the county can use to implement some of the ideas embodied in this plan, such as a new park space with parking, local trails, and signage for an enhanced Appalachian Trail trailhead, or for the network of shared use paths envisioned in this area plan.

## **2.3 Exit 150 Market Study and Conceptual Master Plan**

The Exit 150 Study produced two main outcomes. The first is an assessment of potential future demand for land uses in the Gateway Crossing District. The second is a conceptual land use plan for the area. This area plan builds on the Exit 150 study, translating those market opportunities and development concepts into county policy. This section provides a summary of the market study component. The conceptual master plan is described in chapter 4.

The market assessment found that within the study area, which is slightly smaller than the area covered by this area plan, there are 360 acres of underutilized or unimproved properties. Of these acres, 229 are agriculturally zoned and 57 are zoned residential. There are 268 acres, encompassing 72 properties, that have substantial improvements. Of this group, 13 properties on less than 50 acres are considered to have moderate redevelopment potential. In summary, the Exit 150 study found substantial development and redevelopment opportunities in Gateway Crossing. However, some of these opportunities, such as

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<sup>1</sup> [http://www.co.botetourt.va.us/government/documents/finance/FY17\\_advertised\\_budget\\_CIP.pdf](http://www.co.botetourt.va.us/government/documents/finance/FY17_advertised_budget_CIP.pdf)

large tracts of undeveloped land off Tinker Mountain Road, will require improved access before they can be developed.

The Exit 150 Study also assessed market demand for different types of commercial and residential land uses, especially in the context of its location in the larger Roanoke catchment area that includes 31,000 households. The assessment found gaps in many retail categories, with the exception of grocery. It also found that the strategic location of Gateway Crossing would appeal to the population living north, who would normally drive to Valley View or Tanglewood regional retail centers further south. The presence of Interstate 81 and its 50,000 daily travelers in this area are also a major generator of market demand, and may drive the development of additional hotel rooms. The Exit 150 Study also found substantial residential demand in this area, stating that “market rate apartments in an attractive, mixed use environment may be the winning formula for future development in the Exit 150 area.” (Page 1-7). A summary of the market supportable development opportunities is listed below. It is important to note, however, that this study preceded numerous business location announcements in 2016 that are expected to bring up to 1,000 new jobs within the next 10 years.

*Table 1 - Market Supportable Development Opportunities. Source: Exit 150 Study*

Use	Quantity	Requisite Conditions
<b>RETAIL MARKET POTENTIAL</b>		
Auto Parts	22,000 to 28,000 square feet (1 to 2 stores)	Convenience
Florists, used merchandise, and miscellaneous	9,000 to 16,000 square feet (4 to 8 stores)	In shopping center environment
Full-and limited service restaurants	20,000 to 30,000 square feet (4 to 8 establishments)	Suitable visibility, access and environment, national chains
Electronic and appliances	5,000 to 12,000 square feet (1 store)	Convenience, access and visibility
Sporting goods	22,000 to 33,000 square feet (1 store)	Suitable visibility and access
Office supplies	4,800 to 7,000 square feet (1 store)	Convenience
Building materials, lawn and garden supplies	12,000 to 17,500 square feet (1 store)	Convenience
Groceries	Upgrade offerings, but no new stores	Perceived weakness in the marketplace
Pharmacies and drugs	15,000 to 25,000 square feet (1 store)	Convenience, access and visibility
General merchandise	500 to 700 square feet (1 store)	Convenience
Clothing and Clothing Accessories	5,000 to 9,000 square feet (1 to 2 stores)	Convenience, access and visibility
Specialty retail (fashion center/outlet mall)	100,000 to 150,000 square feet (multiple stores)	Suitable visibility and access, must be unique



Use	Quantity	Requisite Conditions
		retail destination in the marketplace
<b>HOTEL MARKET POTENTIAL</b>		
Upper midscale hotel	80 to 150 rooms; 1 to 2 new or repositioned	Suitable visibility, access and environment, transient stopping point
<b>MULTI-FAMILY RESIDENTIAL MARKET POTENTIAL</b>		
Apartment and townhouses	25 to 50 average annual units	Access and environment, lack of local housing choices

## 2.4 Urban Development Areas

### *Background*

Urban Development Areas (UDAs) are a planning tool that helps local governments in Virginia focus capital investments on target growth areas. Upon adoption of this area plan, Botetourt County will designate the Gateway Crossing district and Daleville Town Center as urban development areas (UDAs) consistent with Section 15.2 – 2223.1 of the Virginia State Code.<sup>2</sup> The purpose of the UDAs is to encourage compact, mixed use development in those areas of the county where it is most appropriate. The UDA designation does not restrict development outside of the UDAs.

There are several benefits to designating UDAs in Botetourt County. Taking this step can improve the efficiency of services and infrastructure by encouraging growth in areas where existing or planned infrastructure can accommodate it. Also, concentrating growth and development in these zones may reduce development pressure in other areas of the county, thus allowing for the preservation of rural character and open space. It also opens an additional avenue through which the county or the Roanoke Valley Transportation Planning Organization (RVTPPO) can qualify for transportation funding under the state's new Smart Scale project selection process. Transportation projects are eligible for funding through Smart Scale if they relate to a designated need in a Corridor of Statewide Significance or Regional Network, or a UDA. Designating one or more UDAs will also allow Botetourt County to fulfill a stated goal of its comprehensive plan, which is "to promote Urban Development Areas in the place or places where a variety of land uses, facilities, and services exist and are planned to support the County's future growth, with emphasis placed on infill development."<sup>3</sup>

<sup>2</sup> Botetourt County's UDA is consistent with the definition of an urban development area in Virginia State Code. An urban development area is "an area designated by a locality that is (i) appropriate for higher density development due to its proximity to transportation facilities, the availability of a public or community water and sewer system, or a developed area and (ii) to the extent feasible, to be used for redevelopment or infill development."

<sup>3</sup> Botetourt County Comprehensive Plan 2010. Page 43.

The county is also facing many of the same issues faced by other suburban and rural counties in Virginia. The aging population and declining average household size is expected to increase demand for different types of housing than the traditional single-family detached house, which accounts for the vast majority of housing in Botetourt County. In many localities across Virginia, these trends are leading to the development of walkable neighborhoods with a variety of housing types that have easy access to shops, jobs, and entertainment. Supporting more of this type of development in Botetourt County will support economic development, and provide new housing for people that will be moving to the area for the new jobs recently announced at the Botetourt Center at Greenfield and in Daleville.

### *UDA Geography*

The Urban Development Areas cover the Daleville Town Center area and the Gateway Crossing district that is the subject of this area plan. The county identified the UDAs through a study in 2016 funded by the Office of Intermodal Planning and Investment's Urban Development Area Technical Assistance Grant Program.

### *Traditional Neighborhood Design Principles*

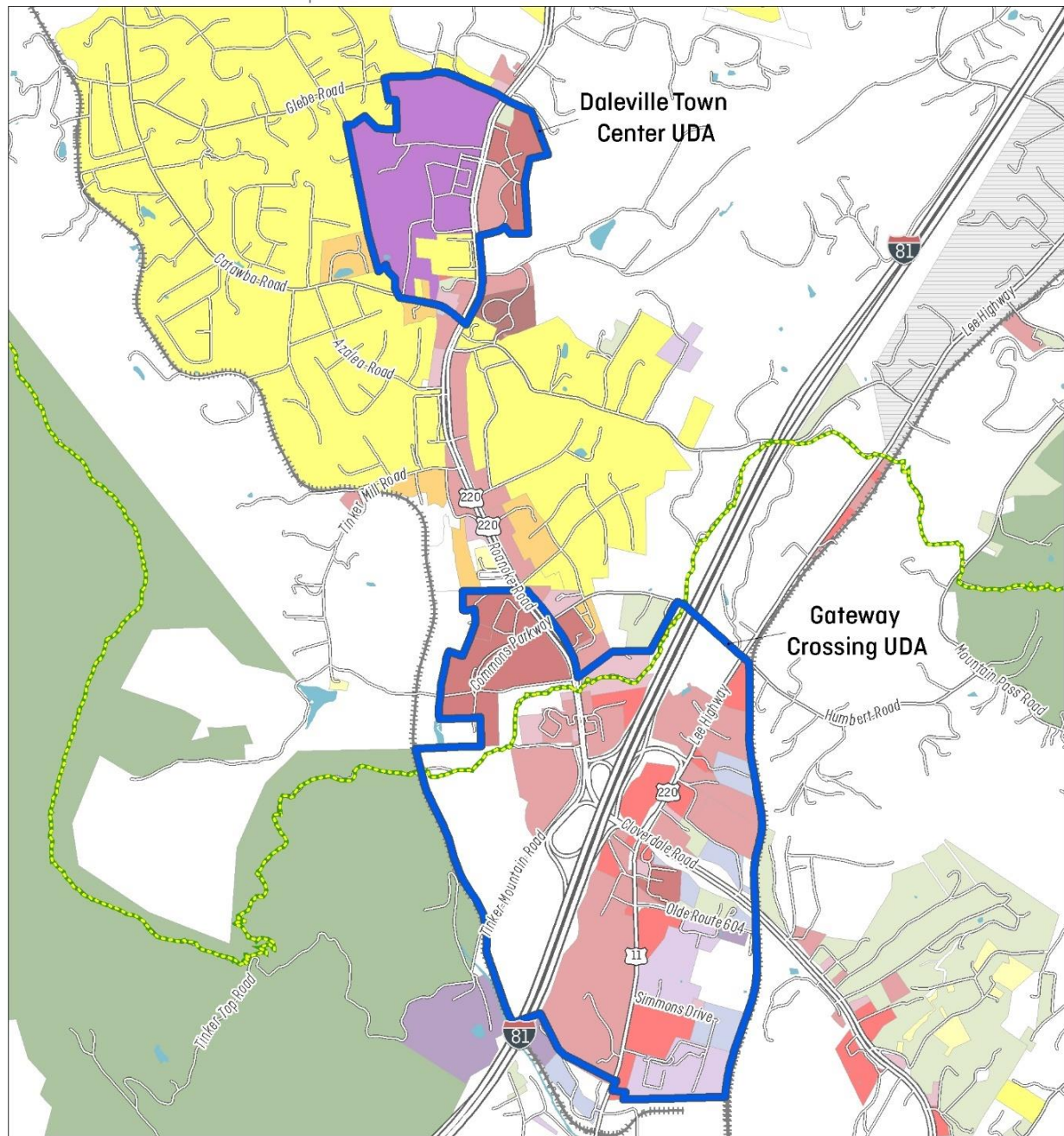
Urban Development Areas are intended to encourage development that makes use of traditional design principles, which are important for the county because they emphasize walkability and a mixture of housing types and commercial uses. Demand for development with these features is growing not just in Virginia, but across the nation. growing nationwide and in Virginia. It is the county's policy to encourage within the UDAs the following traditional town design principles:

- Pedestrian-friendly road design
- Interconnection of new local streets with existing local streets and roads
- Connectivity of road and pedestrian networks
- Preservation of natural areas
- Mixed-use neighborhoods and a mixture of housing types
- Reduction of front and side yard building setbacks
- Reduction of subdivision street widths and turning radii at subdivision street intersections to calm traffic on local streets, as permissible by VDOT standards.
- Public gathering spaces, such as plazas and small parks.

These principles are not new to Botetourt County. The county has a TND zoning designation that has been applied in Daleville Town Center.

The geography for the UDAs is illustrated in the figure below.

**BOTETOURT COUNTY UDA** | UDAS WITH ZONING



**LEGEND**

UDAs	B1 - Business District 1	RAM - Res & Advanced Man.	RR/AR - Rural Residential
Appalachian Trail	B2 - Business District 2	M1 - Ind District 1 (light)	R1 - Residential 1
Water	B3 - Business District 3	M2 - Ind District 2 (medium)	R2 - Residential 2
<b>ZONING</b>	SC - Shopping Center	M3 - Ind District 3 (heavy)	R3 - Residential 3
A1 - Agriculture District	FC - Forest Conservation	POP - Planned Office Park	TND - Trad. Neigh. District
			Town

Figure 1 - Botetourt County Urban Development Areas

## 2.5 Exit 150 Improvement Project

The Exit 150 interchange, which connects Interstate 81 with U.S. Routes 220 and 11 in southern Botetourt County, is the key feature in the study area. The purpose of the project is to improve safety and traffic flow at the interchange. According to VDOT, the project entails the following changes to the area<sup>4</sup>:

- Relocating the northbound I-81 entrance ramp (from northbound Route 220 onto northbound I-81) to a new location adjacent to the Exit 150B off-ramp.
- Creating a dedicated Exit 150B off-ramp with NB Route 220 to improve traffic flow at the Route 11/220/220A intersection.
- Modifying Exit 150A to allow right turns onto Route 11 southbound only and eliminating hazardous merge/weaves.
- Constructing a roundabout at the Exit150B/Route 11 intersection to improve traffic flow, enhance safety and increase capacity.
- Building a new road, Gateway Crossing, to connect the new Route 11 roundabout to Route 220 Alternate.
- Modifying business access on Route 11 by installing a raised median and reducing the number of entrances.
- Modifying the entrances onto Route 11 as right-in/right-out only.
- Acquiring the Travel Center America property and a portion of the Painter parcel, which contains the business tenant known as Gene's Trading Post, which necessitates the relocation of this business.

In term of land development, a new road called Gateway Crossing will open access to several acres of developable land north of U.S. 220 and east of U.S. 11. The development potential in this specific area, plus the development interest that may emerge due to improved traffic flow through this area, are in part what created the impetus for this area plan.

## 2.7 Regional Transportation Plans

The Roanoke Valley Transportation Planning Organization (TPO) is responsible for transportation planning within the Roanoke urbanized area, which includes much of southern Botetourt County, including the Gateway Crossing area. This section describes the TPO's plans that could affect transportation in the study area in the future.

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<sup>4</sup> Virginia Department of Transportation. I-81 Exit 150 Improvement Project. Accessed September 22, 2016. [http://www.virginiadot.org/projects/salem/i-81\\_exit\\_150\\_improvement\\_project.asp](http://www.virginiadot.org/projects/salem/i-81_exit_150_improvement_project.asp)



### Regional Pedestrian Vision Plan (2015)

The Regional Pedestrian Vision Plan<sup>5</sup> provides recommendations for hard surface transportation accommodations that are accessible to people with disabilities (compliant with the Americans with Disabilities Act). The Pedestrian Vision Plan recommends a hard surface sidewalk project on the new Gateway Crossing Drive, from the Exit 150 ramp to U.S. 220. This is listed as a high local priority project (shown on map). The plan calls for including trees along the accommodation to provide shading. It also calls for separating vehicle traffic from pedestrian facilities with a planting strip where feasible.

Along with the development of the Pedestrian Plan, and as recommended by the Virginia Department of Rail and Public Transportation's Multimodal System Design Guidelines, the TPO identified multimodal districts, centers, and corridors for the TPO study area. A Multimodal District is defined as an area of a locality or region whose land use characteristics can support multimodal travel, higher densities, and mixed uses; and where it is easier to make trips without reliance upon a car due to the amount of bus routes and safe walking or biking paths currently and in the future. The TPO has identified much of the Gateway Crossing area as a Multimodal District.

### Regional Transit Vision (2016)

The TPO's Regional Transit Vision<sup>6</sup> recommends study of a potential park and ride lot in the vicinity of U.S. 220 and Exit 150. This lot could support future access to transit. The Transit Vision Plan also provides policy tools for active transit-supportive transportation (transit trips beginning and ending on foot or bicycle). Among the policy tools called for in the plan that could help implement the Gateway Crossing Area Plan are transit-supportive district and design standards or guidelines. The former could entail the creation of an overlay zoning district that encourages land uses and form supportive of transit, such as higher densities, mixed land use, pedestrian amenities, and access to public transit. Design standards or guidelines could be applied in the area to encourage pedestrian-friendly streets and development near future transit stations or stops.

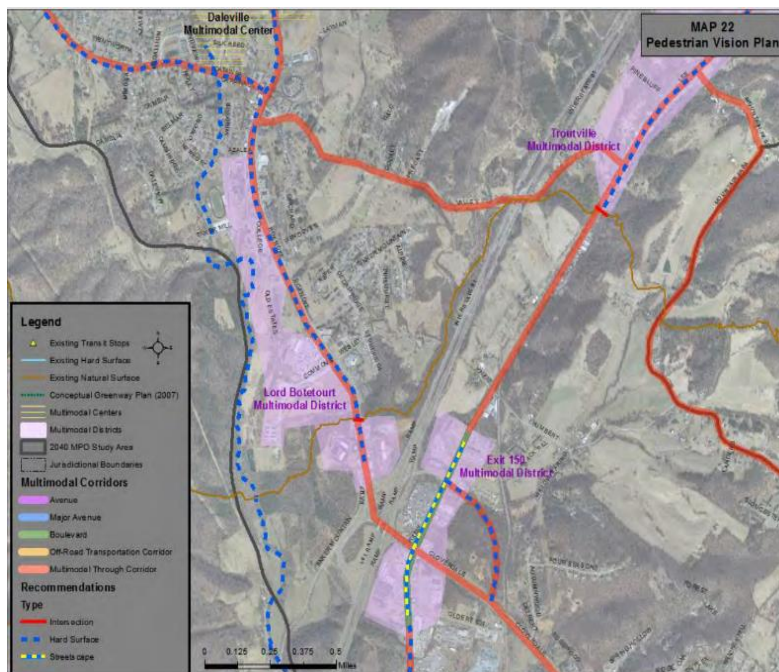


Figure 2 - Regional Pedestrian Vision Plan Map - Botetourt County

<sup>5</sup> <http://rvarc.org/transportation/bicycle-pedestrian-greenways/regional-pedestrian-vision-plan/>

<sup>6</sup> <http://rvarc.org/transportation/transit/>

*Roanoke Valley Area Metropolitan Planning Organization Congestion Management Process Plan 2013/14*

Exit 150 is one of ten Areas of Emphasis for congestion listed in the TPO's Congestion Management Process Plan (CMP)<sup>7</sup>. In addition to the highway strategies which are part of the Exit 150 interchange project, the CMP suggests that transit-friendly and walkable mixed-use developments will lessen vehicle miles traveled by enabling more walking and bicycling trips that would otherwise require a vehicle.

A transit strategy for Exit 150 encourages exploring a broader range of transit services (in addition to County van services), in order to lessen congestion. Specifically, the CMP calls for commuter transit services that would connect to large commercial areas such as Daleville Town Center.

*Transportation Improvement Program for the Roanoke Valley Transportation Planning Organization – Federal Fiscal Years FY2015-2018*

Transportation improvement projects must be in a region's transportation improvement program (TIP) in order to be eligible for federal funding. The TPO's FY15-18 Transportation Improvement Program highlights the Exit 150 Access Management Project as one of 10 regional projects, citing that the measures to improve the safety and capacity of the existing intersection and northbound interstate movements will directly impact U.S. 11, 220 and 220 Alternate.

### 3. EXISTING CONDITIONS

Transforming the Gateway Crossing area into a walkable and attractive mixed use neighborhood is a long-term endeavor that will require incremental improvements and patience. This is because much of the area is already developed in an auto-oriented manner with fast-moving traffic, wide streets, few sidewalks or bicycle paths, and separated land uses that necessitate driving and contributes to congestion in the area. This section highlights some of the challenges, but also some opportunities, to transforming this area into an attractive front door to Botetourt County.

#### 3.1. Land Use and Environmental Conditions

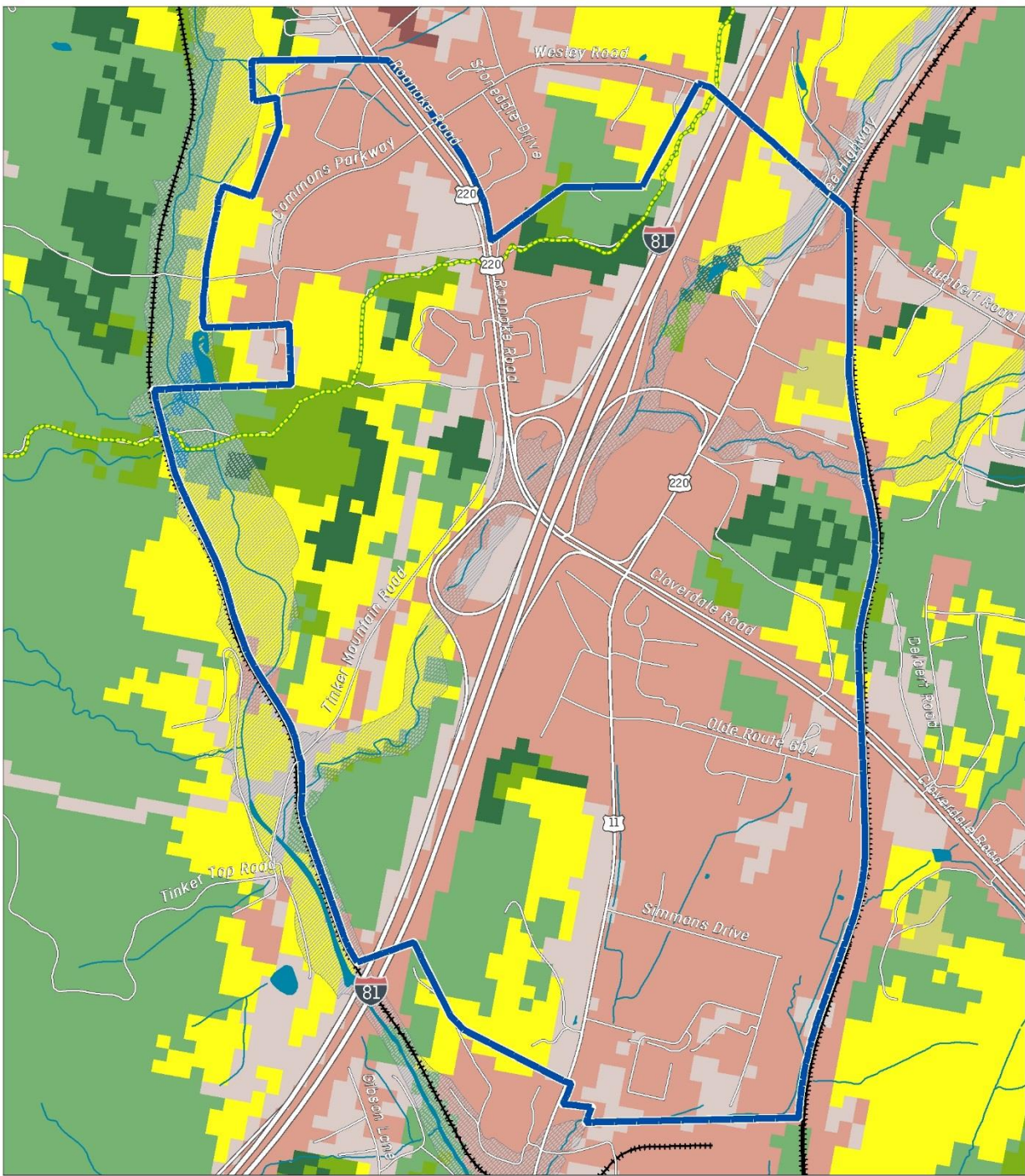
The Gateway Crossing area is a major transportation hub where Interstate 81, U.S. highways, and rail lines converge and cross. The area naturally built up around land uses that rely on the great transportation access including industrial and service uses, such as gas stations and restaurants. Much of the flat land has been developed, and terrain may complicate development on other parcels that have not yet been developed. Figure 3 shows land uses and land cover in the area. This shows that the area has largely been developed with the exception of a few key parcels that will likely play a key role in the future of the area. These include properties along Tinker Mountain Road, the new Gateway Crossing road, and between Route 11 and Interstate 81.

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<sup>7</sup> [http://rvarc.org/wp-content/uploads/2014/01/CMP-Plan\\_Final-Draft.pdf](http://rvarc.org/wp-content/uploads/2014/01/CMP-Plan_Final-Draft.pdf)



# GATEWAY CROSSING AREA PLAN | LAND COVER FROM USGS SATELLITE IMAGERY (2011)



## LEGEND

- |                             |                      |                  |                  |
|-----------------------------|----------------------|------------------|------------------|
| Gateway Crossing UDA        | Open Water           | Deciduous Forest | Scrub, Grass     |
| Water                       | Developed Open Space | Evergreen Forest | Pasture/hay      |
| Streams                     | Developed/Impervious | Mixed Forest     | Cultivated Crops |
| Floodplain 500 yr (0.2 Pct) |                      |                  | Wetlands         |

Figure 3 - Land Use, Land Cover - USGS Satellite imagery (2011)

Figure 3 shows some of the key environmental features of the Gateway Crossing area, including slopes of 25 percent or steeper (shown in orange) and floodplains (shown in blue). These areas, plus the Appalachian Trail right of way, are considered “constrained” for development. This does not mean that development cannot or will not happen, but that it will likely be more difficult and could entail a higher cost than development in the unconstrained areas. Constrained acres are either within the 500-year floodplain or have a grade of 25 percent or more. Constrained areas account for 21 percent (155 acres) of the total 741 acres included in the Gateway Crossing area. Meanwhile, unconstrained acres account for 47 percent (345 acres) of the area. Major highways and road right of ways owned and managed by the Commonwealth of Virginia cover 21 percent of the land area (152 acres). The remaining 12 percent (88 acres) are federally-owned lands that buffer the Appalachian Trail. These figures are summarized in Table 2 and illustrated in Figure 4 below.

*Table 2 - Summary of UDA Acres*

Category	Acres	Percent
<b>Unconstrained (green area on following map)</b>	345	47%
<b>Constrained (steep slopes and floodplain)</b>	155	21%
<b>Roads ROW</b>	152	21%
<b>Federally Owned Land/AT</b>	88	12%
<b>Total</b>	741	100%



# GATEWAY CROSSING AREA PLAN | ENVIRONMENTAL CONDITIONS

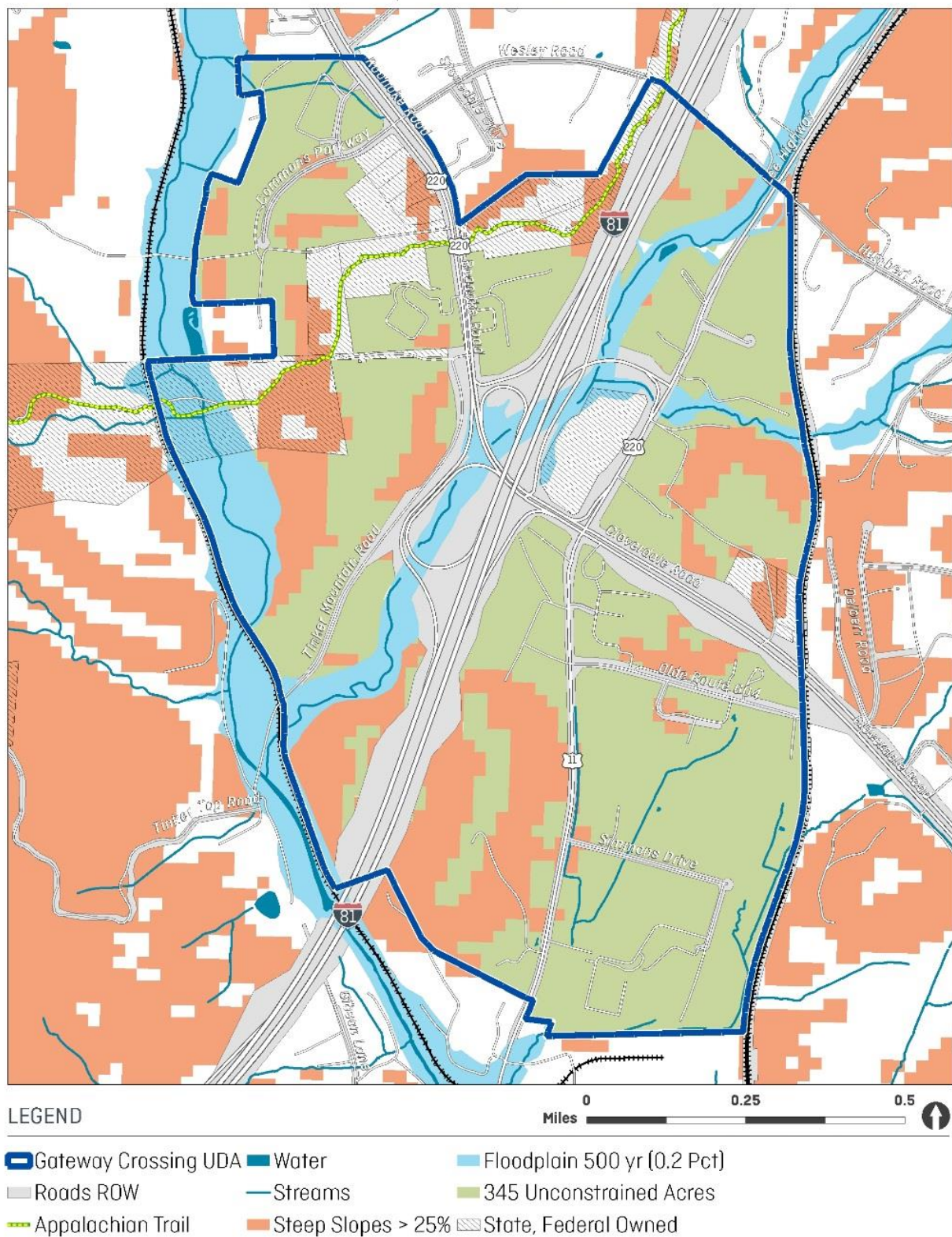


Figure 4 - Environmental Conditions

### 3.3. Zoning

Zoning districts are land use regulations intended to protect and promote the health, safety, and general welfare of current and future county residents by providing specific standards for how parcels of land may be used; lot dimensions, setbacks, and coverage; building size and height; and other related issues. The existing zoning in this area is nearly all for commercial and businesses, and at lower densities which do not currently support some of the more mixed use, town center type of development called for by both the Exit 150 study, and the UDA traditional neighborhood principles. The county's TND district does represent a model worth consideration in the future, or some variation of it designed with this UDA area specifically in mind.<sup>8</sup>

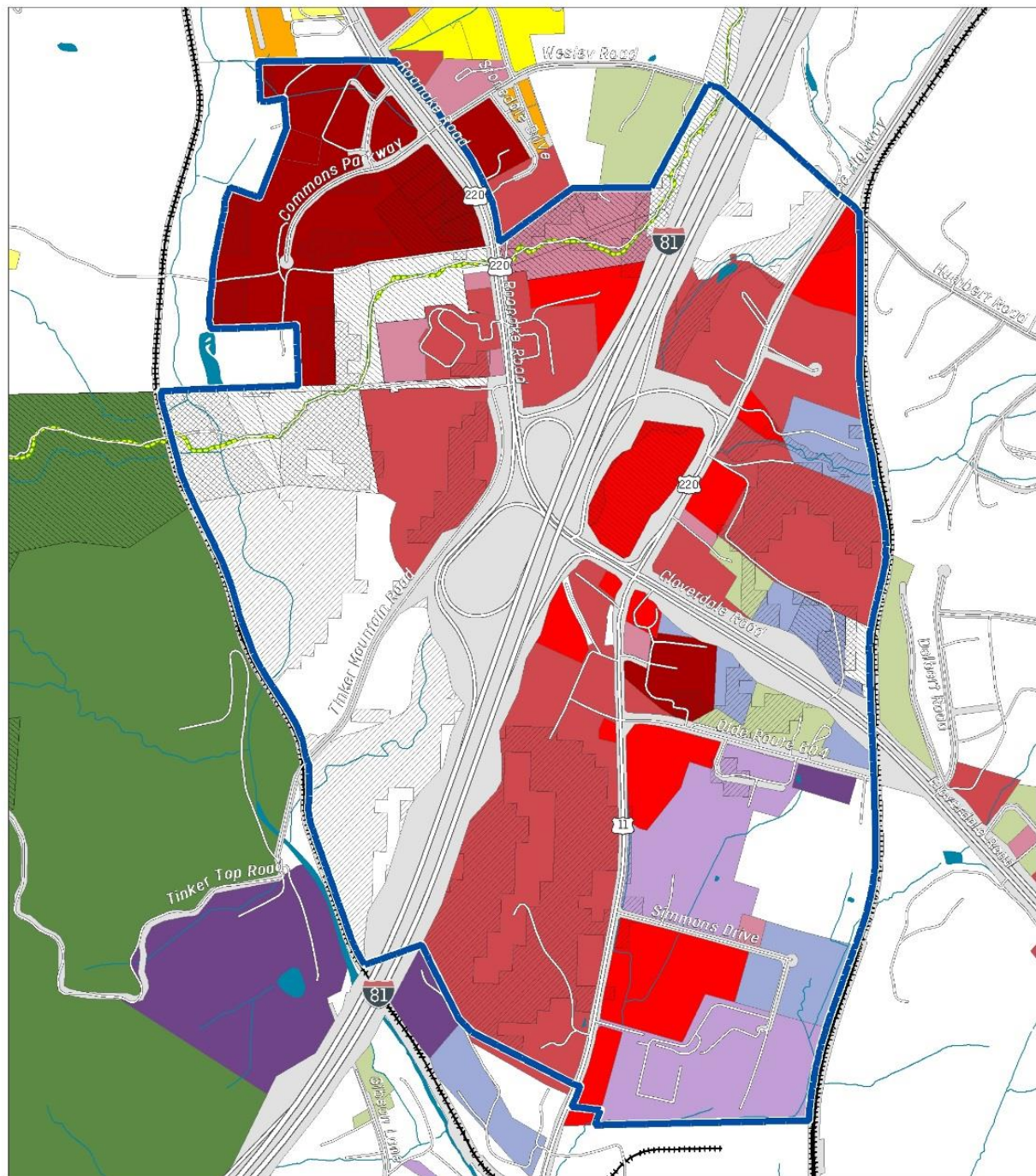
Table 3 - Zoning Summary

Zoning	Name	Observation	Unconstrained Acres	Constrained Acres	Total Acres
<b>A1</b>	Agricultural District	Many uses allowed, but very rural setback requirements and low density oriented. Single family residential only.	58	61	119
<b>AR (RR)</b>	Rural Residential	Largely the same as A1 but 1.5-acre minimum lot for single family residential and 1.25 in a subdivision	5	4	9
<b>B1</b>	Business District B-1	Local, smaller, lighter traffic, and neighborhood compatible commercial development.	7	0	7
<b>B2</b>	Business District B-2	Community and service oriented commercial development, generates more traffic.	110	69	179
<b>B3</b>	Business District B-3	Heavy commercial, more intensive, higher access and traffic, occasionally trucking and noise and 24-hours.	46	3	49
<b>M1</b>	Industrial M-1	Light industrial uses that do not pose serious problems of compatibility. Requires water and sewer.	20	5	25
<b>M2</b>	Industrial M-2	Medium industrial is for uses that need isolation to mitigate impacts of noise, odor, dust, or smoke. Need road access and careful planning.	52	2	54
<b>M3</b>	Industrial M-3	Heavy industrial. For uses more impactful than M2. Should be close to other similar uses, have high road access, and carefully planned to avoid nuisance to residential and retail commercial development.	2	-	2
<b>SC</b>	Shopping Center District	Shopping center focused. A version of B1 or B2, but that provides a broader range of facilities and services appropriate to the general need of the area.	45	11	56
<b>Totals</b>			345	155	500

<sup>8</sup> The zoning table and map show approximate acres per zoning category within the Gateway Crossing study area. The acres were calculated using GIS, by extracting the zoning coverage based on the study area boundary, removing road right of way and federally owned lands from the calculation, and then overlaying with environmentally constrained layers described in section 3.2 above.



# GATEWAY CROSSING AREA PLAN | ZONING (EXISTING LAND USE)



## LEGEND

Gateway Crossing UDA ZONING	FC - Forest Conservation	RR/AR - Rural Residential
State, Federal Owned	A1 - Agriculture District	RAM - Res & Advanced Man.
Roads ROW	B1 - Business District 1	M1 - Industrial District 1 (light)
Water	B2 - Business District 2	M2 - Industrial District 2 (medium)
Streams	B3 - Business District 3	M3 - Industrial District 3 (heavy)
Env. Constrained	SC - Shopping Center	POP - Planned Office Park
		R1 - Residential 1
		R2 - Residential 2
		R3 - Residential 3
		TND - Traditional Neigh. District
		Town

Figure 5 - Zoning in the Gateway Crossing UDA

### 3.4. Land Occupancy and Investment

The general state of land occupancy, or how developed an area is, can be examined through looking at the level of investment into the improvements of a property. Property assessors typically evaluate the value of the land, and the value of any physical improvements that are located on the land (such as a building). The ratio of the improvement's value to the underlying land value is an important measure that economists, realtors, and planners use to understand the level of development in an area, and the potential for redevelopment. Areas where the improvement-to-land value ratio is low may indicate an area that is prepared for redevelopment. However, the improvement-to-land value ratio is more a measure of capacity than an indicator of market demand for redevelopment.

The Exit 150 study conducted an examination of the investment level of the study area. That examination was revisited for the Gateway Crossing Area Plan using a similar assessment approach. However, it takes into account the revised study area boundary, which adds more acreage to the western quadrant, and factors in lands that have environmental constraints, which may serve to slow or deter future investment. Tables 4 and 5, and the map in Figure 6, below show the findings of the investment level analysis.

The building-to-land value for each parcel was assessed and grouped into three categories:

- “Minimal” investment: The ratio is less than 0.1. This indicates undeveloped or vacant land.
- “Some” investment: The ratio is greater than 0.1 but less than 1.0.
- “Substantial” investment: The ratio is greater than 1.0, which means the improvements are worth more than the underlying land.

Table 4 below summarizes land and improvement values for the 138 parcels in the study area, grouping them by these three categories. The building-to-land value of the “substantial” investment properties is 2.57 overall, indicating a generally high level of development. Generally, a ratio of two-to-one is industry standard for classifying a property as fully developed and less likely to redevelop in the near future.

The “Some” and “Minimal” investment categories represent properties that have capacity to add investment in the future, as these are currently either undeveloped or underdeveloped. The existing land values of these properties combined is \$36 million. Probably not all properties will develop to full capacity. Some may have access challenges, or environmental constraints, per Table 5 below. But in summary, it is reasonable to expect there will be future investment in this area. Future investments levels could be in a wide range, depending on many variables. Attaining a 1.0 building-to-land value level for these properties could yield another \$30 to 40 million in property value for the county. At a ratio of 2.0 new development on these properties could yield as high as \$70 million of new property value.

*Table 4 - Investment Levels with Land, Improvement and Total Value*

Investment Level Group by Building-to-Land Value Ratio	Land Value	Improvement Value	Total Value	Building to Land Value Ratio
<b>Minimal (Less than 0.1)</b>	\$20,734,200	\$50,500	\$20,784,700	0.00
<b>Some (.11 to 1.0)</b>	\$15,642,700	\$10,236,200	\$25,878,900	0.65
<b>Substantial (1.0+)</b>	\$29,221,400	\$75,117,700	\$104,339,100	2.57
<b>Total</b>	<b>\$65,598,300</b>	<b>\$85,404,400</b>	<b>\$151,002,700</b>	<b>1.30</b>



*Table 5 - Investment Levels by Acres*

<b>Investment Level Group by Building-to-Land Value Ratio</b>	<b>Unconstrained Acres</b>	<b>% of Total</b>	<b>Constrained Acres</b>	<b>% of Total</b>	<b>Total</b>	<b>% of total</b>
<b>Minimal (Less than 0.1)</b>	165	48%	129	83%	294	59%
<b>Some (.11 to 1.0)</b>	39	11%	4	2%	43	8%
<b>Substantial (1.0+)</b>	142	41%	23	15%	164	33%
<b>Total</b>	<b>345</b>	<b>100%</b>	<b>155</b>	<b>100%</b>	<b>501</b>	<b>100%</b>

## GATEWAY CROSSING AREA PLAN | BUILDING TO LAND VALUE RATIO

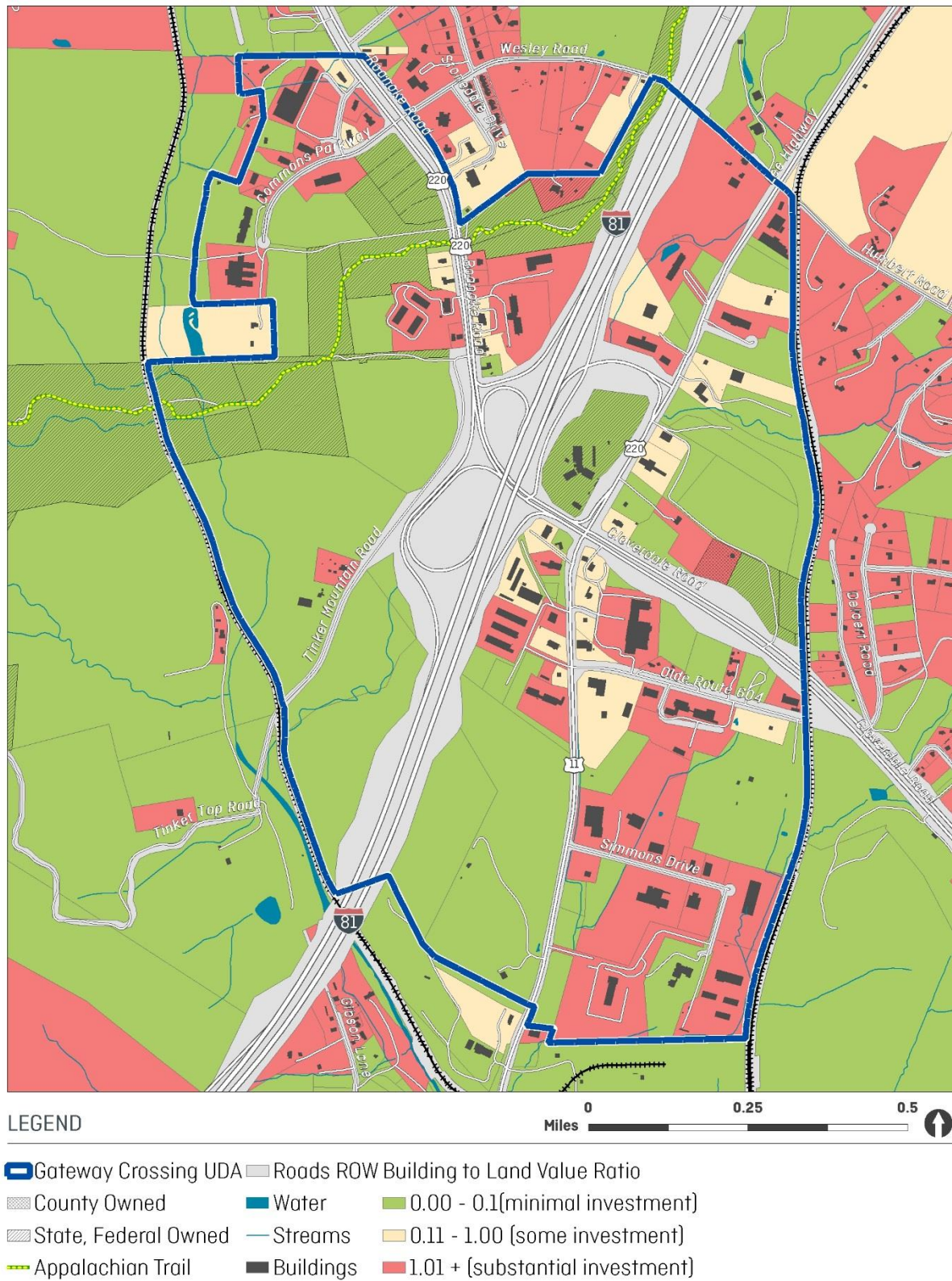


Figure 6 - Building to Land Value Assessment: Investment Level

### 3.5. Summary

The key issues and opportunities that can be determined from the existing conditions analysis can be summarized as follows:

- Land use in the Gateway Crossing area is complicated by the convergence multiple of transportation networks, and further challenged by steep topography and rivers/floodplains.
- The Appalachian Trail related lands represent about 12% (88 acres, see table 2) of lands that are federally owned and protected, and are removed from development consideration in this analysis.
- The prominent presence of the Appalachian Trail in this area is a considerable asset that can leverage quality development adjacent or nearby.
- Steep slopes and floodplains are the most dominant environmental features that will represent some challenges in realizing the full potential development of the land.
- Even with the presence of access and topography challenges, about 47 percent (or 345 acres) of the area is unconstrained by environmental features or right-of-way (see table 2).
- Current zoning is largely business, commercial, and auto-centric and lower density. It does not take full advantage of the mixed use TND district that the county has successfully implemented at Daleville Town Center. This area plan represents an opportunity to recommend mixed use, multi-modal, and higher density development patterns that will make the most use of the unconstrained or underdeveloped lands in this area.
- Only 33 percent of the area is developed at levels of 1.0 improvement-to-land value or greater. This leaves 67 percent, or 337 acres (see table 5), that are either under or undeveloped, representing a considerable capacity to accommodate new growth and investment despite some topography challenges and if access to un-constrained land can be provided.



## 4. GATEWAY CROSSING VISION AND PLAN

### 4.1. Overall Concept

The Exit 150 study, completed in October 2015, provides an overarching vision for Gateway Crossing as a walkable, mixed use district that is an economic hub and an attractive gateway for the county. The land use, development, and infrastructure policies described in this chapter support the implementation of that vision.

The Exit 150 study created a vision which divided the study area into 4 distinct quadrants, separated by Interstate 81 and Route 220. The study also went into detail for each quadrant for Gateway Crossing, laying out concepts for general land use, transportation, and design features for each of four quadrants. The north area covers land north of Tinker Mountain Road on either side of Route 220. Commons Parkway is key transportation route in this quadrant. The vision for this area called for a modern Appalachian Trail trailhead with parking; a park and ride lot, retail, office, and hotel



Figure 7 – Vision for Gateway Crossing North Quadrant.

Source: Exit 150 Study (2015)

development along 220; a shared use path on 220 from Gateway Crossing towards Daleville Town Center; and sidewalks knitting the area together.

The west area includes large undeveloped tracts between the Appalachian Trail and Interstate 81. Tinker Mountain Road is currently the only significant transportation facility in this quadrant. The lands in this area have beautiful views of the Blue Ridge Mountains to the north and west. The vision for the west area includes a walkable mixed use residential community consisting mostly of apartments and townhomes. However, implementation of this vision depends on access to large undeveloped properties off Tinker Mountain Road. The access concept presented in the Exit 150 study – via a new signal at Tinker Mountain Road and 220 – is probably not feasible due to cost and its proximity to the Interstate 81 ramps. This area plan includes another concept that would open access from the north via an



Figure 8 - Vision for Gateway Crossing West Quadrant.

Source: Exit 150 Study (2015)





Figure 9 Vision for Gateway Crossing East Quadrant

Source: Exit 150 Study (2015)

The south area encompasses the land along Route 11 south of Route 220. Land use changes are not envisioned for the industrial development east of 220, but substantial infill development and long-term redevelopment is called for both in the areas adjacent to the Route 11 and 220 intersection, and between Route 11 and Interstate 81. The large undeveloped property between Route 11 and Interstate 81 at the southern edge of Gateway Crossing is envisioned as a hospital, corporate headquarters, or a destination retail outlet center. While this property has substantial slopes that would need to be addressed, it has good access to both the interstate highway and the large populations centers south of Gateway Crossing. The vision also includes some new street connections in the area, including an extension of the new Gateway Crossing road south across Route 220 to link up with Old Route 604. It also shows a new access road off Simmons Drive in the industrial area of Gateway Crossing.

The Exit 150 study describes the overarching vision and the vision for each quadrant in more detail. But this section sets the context for the future land use

extension of Commons Parkway. The vision also includes a network of sidewalks and shared use paths running along the waterways of this area.

The east area is most affected by the VDOT project to improve traffic safety and flow around Exit 150. The project will create a new road – Gateway Crossing – that will open access to undeveloped parcels north of Route 220. The Exit 150 study called for additional landscaping, signage and wayfinding, and lighting in this area to create an improved front door experience for Botetourt County. The vision showed a potential park and ride lot and public park at the location of the old TA truck stop property. Other components of the vision include the desire for hotels, restaurants, and services both through infill development and longer-term redevelopment.



Figure 10 - Vision for Gateway Crossing South Quadrant

Source: Exit 150 Study (2015)

and connectivity policies described in the remainder of this chapter. The overall vision is also provided in the figure below.





Figure 11 - Vision for Gateway Crossing  
Source: Exit 150 Study (2015)

## 4.2. Future Land Use & Connectivity Plan

The purpose of the future land use and circulation plan provided in this section is to illustrate the county's policies for land use and transportation in the Gateway Crossing area. It illustrates the principles of mixed land uses and walkable, interconnected streets. The new policy direction, upon adoption by the Board of Supervisors, will supersede the county's previous policy for the area. The future land use policy described in this section will then become the foundation for decision-making regarding land use proposals in the area. The future land use plan will guide any decisions on changing the zoning for Gateway Crossing, and will be used by the county staff, the planning commission, and board of supervisors to evaluate petitions for a rezoning of any property in the study area. This makes it a very important tool to implement the county's vision for the future of Gateway Crossing.

### *Future Land Use Plan*

The plan shows three new categories of future land use for the area, from the least intense to most intense levels of development. These categories are described in more detail in section 4.3 – Policies by Land Use Category. They are:

- Mixed Use Residential
- Mixed Use Neighborhood Commercial
- Mixed Use Highway Commercial

Each category calls for a mix of uses. However, the types of uses and the ratio between residential and commercial varies by district. The mixed use residential district applies to the western quadrant of Gateway Crossing. The Exit 150 study envisioned a walkable mixed use community of largely townhomes and apartments in this area. Some commercial uses supporting the neighborhood, and civic uses, such as a park oriented towards the Appalachian Trail, would be appropriate in this area.

The mixed use neighborhood commercial district applies to the northern quadrant. This area has many developable acres with access from Commons Parkway. There is also near-term redevelopment potential along the east side of 220, just north of the Interstate 81 interchange. Appropriate uses in this area may include locally-serving retail, offices, and services. Higher density housing or assisted living facilities would also be appropriate in this area.

The mixed use highway commercial district applies to the east and south quadrants of Gateway Crossing. These are the lands east of Interstate 81 on which highway-oriented and regionally-serving commercial and civic uses, hotels, and potentially high density housing are envisioned. No significant changes are envisioned in the industrial areas east of Route 11, with the exception of some new street and trail connections that are described in Figure 12, and in the following section. Design principles for future development in the mixed use districts are described in section 4.3. That section also includes photographs that illustrate the desired forms of development.

### *Connectivity Plan*

The connectivity plan, which is also illustrated in Figure 12, shows the potential location of new streets, which would serve future development, enhancements to existing streets to make them more friendly towards pedestrians and bicyclists, and extensions of existing streets that improve connectivity in the area. The actual location of future streets will depend on the location of development, a more thorough



analysis of the site conditions, and negotiations with property owners. But the broad concepts shown in Figure 12 reflect the county's policy for Gateway Crossing.

The connectivity plan shows a connected street grid in each of Gateway Crossing's four quadrants. Building streets in a grid pattern gives vehicles, pedestrians, and bicyclists multiple paths. It also supports walkability by creating shorter blocks and paths between origins and destinations. It also shows new connections that would open up access to parcels for future development, new connections that would help traffic flow smoothly through the area, and new shared use paths that provide safe routes for people of all ages to walk, run, and bike in the area and between the quadrants of Gateway Crossing.

Among the new street connections, perhaps none are as important to achieving the vision for this area as extending Commons Parkway south from its present cul de sac terminus and linking it to Tinker Mountain Road. A new signalized intersection proposed in the Exit 150 study at 220, Tinker Mountain Road, and the Interstate 81 south off ramp is likely not feasible due to VDOT's access management policies and the difficulty adding a left turn lane from 220 North onto Tinker Mountain Road. This signal was proposed as a strategy for providing access to the west quadrant of Gateway Crossing. An alternative is to extend Commons Parkway south, crossing the Appalachian Trail right of way, and then following the original Appalachian Trail right of way just south of the Howard Johnson hotel and Exxon gas station, before connecting to 220 near its existing intersection with Tinker Mountain Road. This proposal would make Commons Parkway a semi-circle with two connections to 220. This new southern intersection of Commons Parkway and 220 would allow right in and right out turns only. A network of neighborhood streets and shared use paths could be built from the new Commons Parkway to the south, opening access to several acres of real estate that would become a mixed use residential community.

This plan for Commons Parkway would require coordination with the Appalachian Trail Conservancy and National Park Service to relinquish their ownership of what is the original trail right of way, and currently a spur trail to a parking lot off Tinker Mountain Road.

Another key new connection shown in the plan is the extension of the new Gateway Crossing road across 220 and connecting with Old Route 604. Gateway Crossing could potentially be extended further south connecting to Simmons Drive. This would provide an alternate route for trucks to access 220 and Interstate 81, which could alleviate traffic on Route 11 and improve conditions for all users in the future.

Three new signalized intersections are shown in the plan. Two are along Route 11 south of 220. These would be located at Old Route 604 and Simmons Drive. Both of these signals would support additional development in the southern quadrant of Gateway Crossing. They would also provide safe crossing points for pedestrians and bicyclists. A third signal would be along the new Gateway Crossing road. It would provide access to new development between the Gateway Crossing Road and 220. It could also allow a street to run north near the railroad tracks, connecting to Route 11 north of the new traffic circle. Like the connection between the new Gateway Crossing Road and Old Route 604, this new street would provide an alternate route to using the traffic circle to access Route 11 north, helping traffic flow more smoothly through the area.

Route 11 is another key corridor in Gateway Crossing that is addressed in the plan. The highway carries a lot of truck traffic and has four lanes through the study area. However, it is a key connector between the east and south quadrants of the district. As the area develops more densely over time, it will be important to provide safe pedestrian facilities and crossings of Route 11. The plan calls for streetscape improvements and sidewalks on both sides of the highway south of Route 220, and on the east side north

of 220 up to the future traffic circle. The improvements would continue on both sides of 220 north of the traffic circle. The streetscape improvements could consist of a landscaped buffer between the travel lane and sidewalk, street trees for shade, and a wide shoulder or bicycle lane for bicyclists.

Also critical to the future development of the Gateway Crossing district is a network of shared use paths that would provide a safe place for people to walk, run, and bike. These paths would also connect new development in Gateway Crossing to Daleville Town Center and to the greenway system at the Botetourt Center at Greenfield industrial park via a new shared use path along the west side of Route 220. Adding a path along Route 220 under Interstate 81 remains an unresolved challenge. Until a solution is found, this causes a gap between the west and east sides of the Gateway Crossing District for pedestrians and bicyclists.

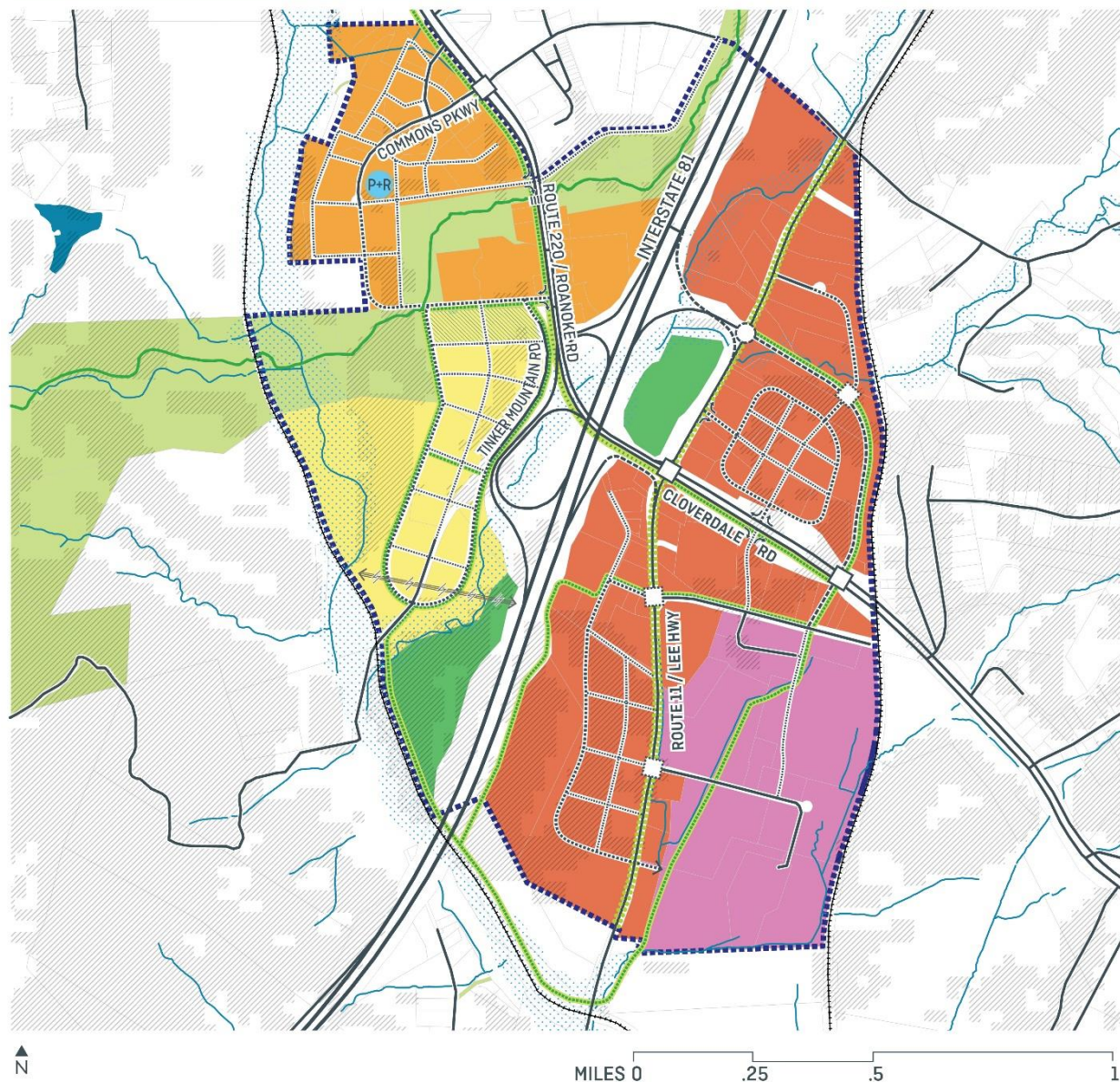
One potential solution for closing this gap, which is illustrated in the connectivity plan, is to run a path along Tinker Creek under Interstate 81. This path would connect the west and east sides of the district, and could eventually connect into the system being planned by the Roanoke Valley Greenway Commission, making it possible to walk, run, or ride to Roanoke. The plan also calls for a system of paths on the east side of the district, which would funnel people from major roads and new development areas along the new Gateway Crossing Road and Route 11 to the proposed path along Tinker Creek. The potential for a path along the creek would require further study, but is an attractive option due to the level terrain often found near creek beds, and the existing bridge that takes Interstate 81 over the creek.

The Appalachian Trail is another key transportation and recreation feature in this area. Up to 10,000 people per year hike along the Appalachian Trail in the study area. The existing trail head is poorly marked, and parking can be difficult to find for hikers. The plan illustrates a potential new public park oriented around a trailhead to the Appalachian Trail. The plan shows this park, trailhead, and parking area on the north end of the mixed use residential district, along the proposed extension of Commons Parkway. Another challenge for hikers is crossing Route 220. The trail presently crosses 220 between Commons Parkway and Interstate 81. The plan calls for a safer crossing, which could be achieved through a pedestrian-activated signal, a pedestrian safety island in the 220 median, or a bridge over the highway. The county, National Park Service, Appalachian Trail Conservancy, and the Virginia Department of Transportation should work together to identify the preferred safety improvement.

While Gateway Crossing is not presently served by transit, the plan does call for a park and ride lot somewhere in the vicinity of Commons Parkway and 220. The exact location of this park and ride lot will be determined in the future by VDOT and the county. But the potential Commons Parkway extension could create a logical turn around point for a regional transit bus running between the county and Roanoke. The lot could also serve carpoolers heading into Roanoke.



GATEWAY CROSSING AREA PLAN | PROPOSED CONNECTIVITY / FUTURE LAND USE



LEGEND

	NATURAL FEATURES	PROPOSED FUTURE LAND USE	ROADWAYS/TRAILS	INTERSECTIONS
Proposed Gateway Crossing Urban Development Area	Water	Mixed Use Residential	Existing Roadway	Existing Signalized Intersection
Parcels	Floodplain	Mixed Use Neighborhood Commercial	Existing Roadway w/ Proposed Streetscape Improvements & Sidewalks	Potential Signalized Intersection
Approx. location of Overhead Power Lines	Steep Slopes (>25%)	Mixed Use Highway Commercial	Roadway Under Construction	Future Roundabout
P+R Potential Park & Ride Lot		Industrial / Flex	Potential Collector Street	Potential Right-In, Right-Out
		National Forest / Appalachian Trail R.O.W.	Potential Local Street	Potential Improved A.T. Crossing
		Open / Park Space	Existing Appalachian Trail	
		Civic Overlay (Potential Community Park w Trailhead, focused on A.T.)	Potential Shared Use Paths	
			Potential Long-Term Path Connection	

Figure 12 - Gateway Crossing Future Land Use Map and Connectivity Plan



### 4.3. Policies by Land Use Category

#### *Mixed Use Residential*

The mixed use residential district implements the vision of the Exit 150 Study of a mixed use residential community consisting mainly of townhomes and apartments in the west quadrant of Gateway Crossing, surrounding Tinker Mountain Road.

Future development in this district should include a combination of mixed density residential uses, including apartments, townhomes, and single-family homes that incorporate a walkable community design and limited office and retail that serves the neighborhood. This district could also include elderly or age-specific residential communities. However, the majority of developed space in this district should be residential. Pedestrian accommodations should be provided throughout, with sidewalks, connected residential blocks, and trail connections to open space.

The civic overlay district is located at the northern end of the mixed-use residential district and should provide amenities for hikers, open park space, and parking facilities. The design should provide access to the Appalachian Trail from Route 220 and access to the local system of shared use paths. Surface parking should well screened from the park and surrounding residential development by trees and greenery. Park space should serve both hikers and local residents.

The table below describes preferred design principles for future development in this district. These principles reflect elements of traditional neighborhood design, which is appropriate in urban development areas such as Gateway Crossing. These principles may inform future updates to the county's development code for the area. They are also illustrated through the example photographs that follow the table.

*Table 6 - Mixed Use Residential District Design Principles*

Design Principles	Mixed Use Residential
General Character	The mixed use residential district should provide a diverse mix of housing types and may also include complementary neighborhood-scale commercial uses to meet the community's needs. Future housing, shops, and civic spaces should be well connected by streets designed to accommodate all users. Views of the nearby mountain ridges and access to the Appalachian Trail are important distinguishing features of the neighborhood.
Appropriate Land Uses	The mixed use residential district should be at least 75 percent residential (by developed area) and incorporate a range of residential types. Up to 25 percent of the developed area may be other compatible uses, such as retail, home offices, or civic uses.
General Scale & Intensity	The mixed use residential district should include residential densities of generally 4 dwelling units per acre for single family homes, 6 dwelling units per acre for townhomes, and 12 dwelling units per acre for apartments. These densities are consistent with state code provisions for Urban Development Areas (UDAs). Floor area ratios (FAR) for retail and office spaces should be generally 0.4, which is also consistent with the state code for UDAs.
Built Form	Future development in the mixed use residential district should incorporate features such as rear-alley access to parking behind

Design Principles	Mixed Use Residential
	homes, front porches and limited front setbacks for residential development to foster social interaction, common green spaces shared by residents, neighborhood-scale retail with parking relegated to the rear of the building, and a variety of housing types and styles to accommodate residents at all stages of life.
Transportation & Connectivity	Pedestrian accommodations should be provided throughout the district, with uninterrupted sidewalks on both sides of new streets (except where a shared use path is provided); short, connected residential blocks with a perimeter of 2,000 feet or less; and shared use path connections to open space and regional destinations. New streets should form a network that provides multiple pathways through the area and to the larger Gateway Crossing district and region.
Appropriate Public Facilities	Facilities serving the local community are appropriate in this district, such as an elementary school, public library, community center, or small pocket parks.



Single family housing with rear-alley access to parking behind houses.



Single family housing with front porches designed to foster social interaction



Local trail system



Common lawn / park space to be shared by neighborhood



Neighborhood-scaled retail space to serve local residents



Townhome development with front stoops, including street trees and grassed buffer zone between street and sidewalks.



Townhomes / potential elderly residential community fronting common lawn / park space



Single family housing with front porches and views toward the Blue Ridge mountains

*Figure 13 - Example Photographs, Mixed Use Residential District*

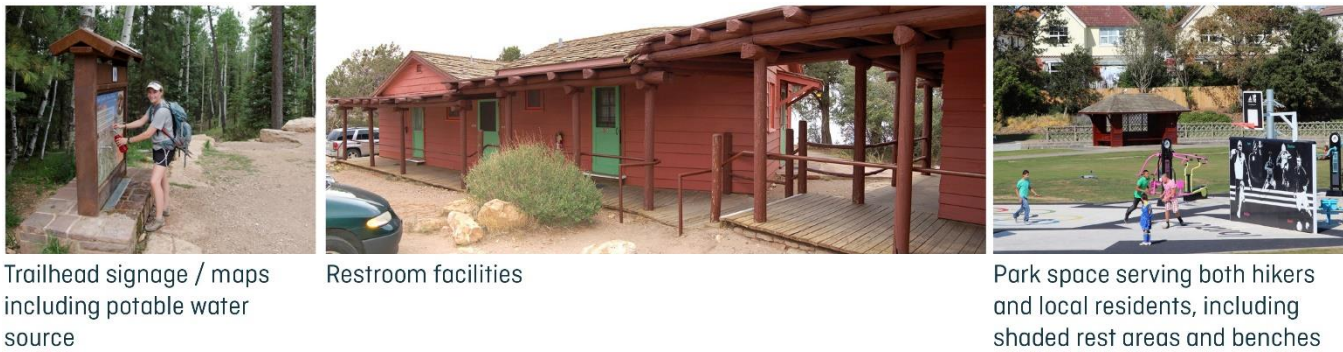


Figure 14 - Example Photographs, Civic Overlay District

*Mixed Use Neighborhood Commercial*

The mixed use neighborhood commercial designation applies to the north quadrant, which is west of Exit 150 and north of the mixed use residential area. It straddles the Appalachian Trail right of way and Route 220. This area should include commercial development oriented towards meeting the needs of the local community. It may include a mix of small-scale retail shops, offices (medical as well as professional services), civic spaces, pocket parks, and other uses to meet local needs. Residential development including apartments, townhomes, and live-work units may also be mixed in to complement the residential mixed use to the south. However, the majority of the developed space by square footage should be commercial. Pedestrian accommodations should be provided throughout, with sidewalks, connected blocks, and shared use path connections to open space.

The table below describes preferred design principles for future development in this district. These principles reflect elements of traditional neighborhood design, which is appropriate in urban development areas such as Gateway Crossing. These principles may inform future updates to the county’s development code for the area. They are also illustrated through the example photographs that follow the table.

Table 7 - Mixed Use Neighborhood Commercial District Design Principles

Design Principles	Mixed Use Neighborhood Commercial
General Character	The mixed use neighborhood commercial district is a local employment and services activity center, with uses that should be oriented towards meeting the needs of neighborhood and county residents. Land uses in this district should be well connected by streets designed to accommodate all users. Views of the nearby mountain ridges and access to the Appalachian Trail are important distinguishing features of the area.
Appropriate Land Uses	The mixed use neighborhood commercial district should have a range of commercial uses, which may include retail shops, offices for medical and professional services, civic spaces, and small pocket parks or neighborhood parks. 50 percent or more of the developed area in the district should be used for commercial purposes. Associated residential development should include higher density housing types, such as apartments or townhomes. Live-work units are also appropriate.



Design Principles	Mixed Use Neighborhood Commercial
General Scale & Intensity	Future development in this district should have a walkable and compact character with a mix of densities and intensity of uses. Residential densities should range from 6 to 15 dwelling units per acre and floor area ratios for commercial space should be generally 0.4. These densities are consistent with the state codes for urban development areas (UDAs).
Built Form	Built form in the mixed use neighborhood commercial district should include medium height mixed use buildings (up to 4 stories) with narrow building setbacks from the street right of way, buildings fronting the street, and parking relegated to the rear or sides of the buildings. Taller buildings should be in the center of the district, and may include a vertical mix of uses with first floor retail or office and office or residential on upper floors. Transitioning away from the center, buildings should be 1 or 2 stories and designed for compatibility with adjacent communities and open spaces.
Transportation & Connectivity	The mixed use neighborhood district should be pedestrian and bicycle-friendly with small block perimeters (2,000 feet or less), low speed streets, uninterrupted sidewalks on both sides of all streets (except where a shared use path is provided), shared use paths that connect to the regional trail network, and collector streets capable of accommodating bus transit in the future. The district should have good access to an arterial street with excellent access and connections to the surrounding area. Shared-access driveways should be used to limit new access points and maintain traffic flow on major streets and arterial highways.
Appropriate Public Facilities	Facilities serving the neighborhood and broader county are appropriate in this district including a public safety facility (police/fire), public library, village park or pedestrian plaza, farmers market pavilion, schools, community activity centers, and a park and ride lot that supports carpooling or bus transit.



Figure 15 - Example Photographs, Mixed Use Neighborhood Commercial District

*Mixed Use Highway Commercial*

The mixed use highway commercial designation applies to the non-industrial areas east of Interstate 81. The Exit 150 improvements scheduled for completion in 2018 will make access to this area more convenient for both interstate travelers and local residents. Future development in this district may include a combination of service related commercial uses including hospitality, lodging, retail, and office uses. These may include compatibly designed hotel, restaurant or service station uses. This district may also include some high density residential uses. However, the majority of the developed space by square footage should be commercial. Pedestrian accommodations should be provided throughout, with sidewalks, and trail connections to open space.

The table below describes preferred design principles for future development in this district. These principles reflect elements of traditional neighborhood design, which is appropriate in urban development areas such as Gateway Crossing. These principles may inform future updates to the county’s development code for the area. They are also illustrated through the example photographs that follow the table.

Table 8 - Mixed Use Highway Commercial District Design Principles

Design Principles	Mixed Use Highway Commercial
General Character	The mixed use highway commercial district is the front door to Botetourt County. Future development should support an attractive gateway with extensive landscaping and signage that is low to the

Design Principles	Mixed Use Highway Commercial
	ground. The district is also a regional service and employment center, with a mix of higher density commercial, residential, civic, and entertainment uses oriented towards both highway through-travelers and residents of the region.
Appropriate Land Uses	Development in the mixed use highway commercial district should include a variety of service-oriented commercial uses. These may include hotels, restaurants, an outlet retail center, and service stations designed to be compatible with the goals of a walkable district with a mixture of uses. The district may also include medical, retail, and office uses that serve the region. This district may also include high density residential uses and regional attractions. However, at least 70 percent of the developed area should be for commercial uses.
General Scale & Intensity	The development in this area should be higher density and intensity with a more urban feel. Residential densities should range from 6 to 20 dwelling units per acre. Floor area ratio for commercial uses should generally be 0.4 and higher.
Built Form	The built form in this district should be more urban in character. Building heights may range from 2 to 8 stories, with higher density towards the center of the district. Development on the periphery of the district should be compatible in scale and function with adjacent lower density development. Parking should be relegated to the rear or sides of buildings, with narrow front setbacks creating an interesting streetscape that makes walking attractive.
Transportation & Connectivity	This district is located in the non-industrial areas east of I-81, near the planned improvements for the Exit 150 interchange. This makes regional access a critical function of the transportation system. New streets connections should be provided to improve both local and regional access. All streets should have uninterrupted sidewalks on both sides (except where a shared use path is provided). They may also include bicycle lanes or shared use paths that provide connections to the emerging regional trail network. New streets and development should preserve opportunities for bus transit in the future. Shared-access driveways should be used to limit new access points and maintain traffic flow on major streets and arterial highways.
Appropriate Public Facilities	Facilities serving the neighborhood, county, and broader region are appropriate in this district including a public safety facility (police/fire), hospital, recreation center, library, middle or high school, and a park and ride lot that supports carpooling or bus transit.



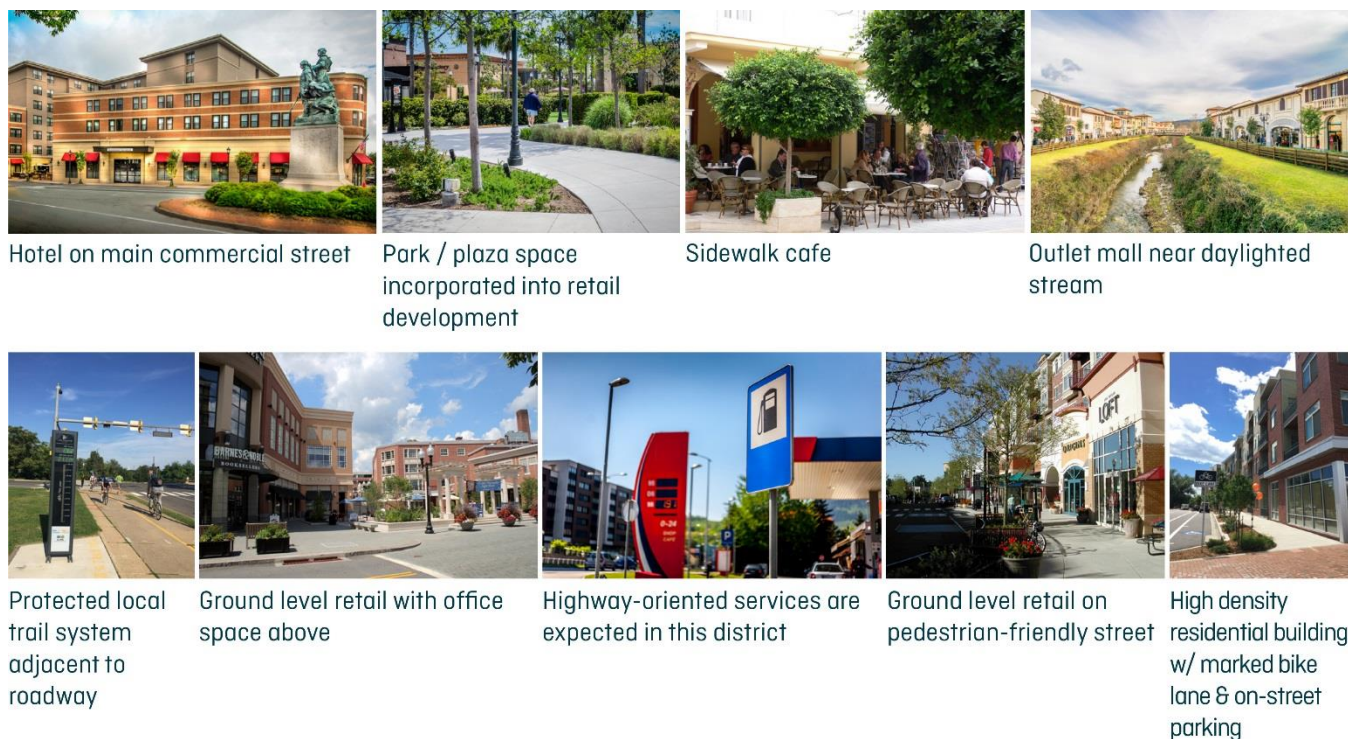


Figure 16 - Example Photographs, Mixed Use Highway Commercial District

## 4.4. Streetscape Plan

Walkable streets are an important part of the county's vision for Gateway Crossing. The design of new streets is an important tool for achieving this vision. The graphics in the following figures illustrate street design concepts that support all modes of transportation, including vehicles, pedestrians, bicycles, and eventually transit.

The future land use plan showed a potential network of new collector and local streets. The purpose of these types of streets is to provide access to developed areas, and to connect these areas to the larger arterial roads that provide for mobility within a community or region. The local streets provide direct access to abutting land uses, such as houses or businesses. Meanwhile, the collectors connect these local streets to the arterials, such as Route 220 and Route 11. These streets, because they directly serve neighborhoods and commercial centers, should be designed for slower traffic speeds.

The following graphics illustrate cross section concepts for six potential new street types. These include new collector and local streets in the mixed-use residential district, new collector and local streets in the mixed-use neighborhood commercial district, and new collector and local streets in the mixed-use highway commercial district. Each of the cross section concepts shows accommodations for all users. They each include:

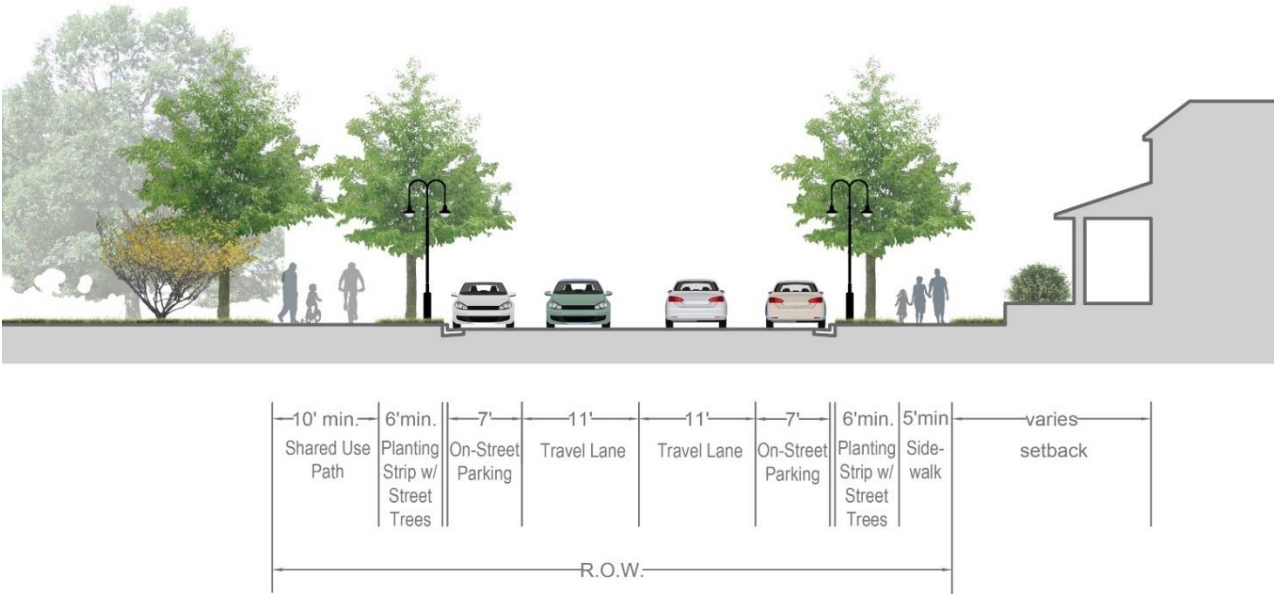
- A sidewalk of varying widths with a minimum width of five feet on both sides of the street for pedestrians.
- A planting strip or amenity zone between the street and sidewalk for items such as street trees and benches, which also creates a buffer between vehicle traffic and pedestrians.

- Eleven-foot wide travel lanes, which are sufficient for vehicles, yet are not overly wide, and discourage faster traffic which is incompatible with walkable neighborhoods.
- On-street parking, which provides access to homes and businesses, and also acts as a buffer between the vehicle travel lanes and pedestrians on the sidewalk.
- Narrow setbacks, which improve pedestrian access to homes and businesses, while also creating an interesting streetscape that encourages people to walk more.
- Bike accommodations either through a shared use path, a bike lane that is five feet in width, or a shared lane marking (sharrow) that sends a message that the travel lanes are for both vehicles and bicycles.

These concepts illustrate preferred cross sections for creating walkable neighborhoods and commercial centers. However, the final design of any new street should be reviewed with VDOT to ensure it will meet all of their standards for acceptance into the state system for maintenance.

MIXED-USE RESIDENTIAL | PROPOSED SECTION CONCEPTS

MIXED-USE RESIDENTIAL Collector Street



MIXED-USE RESIDENTIAL Local Street

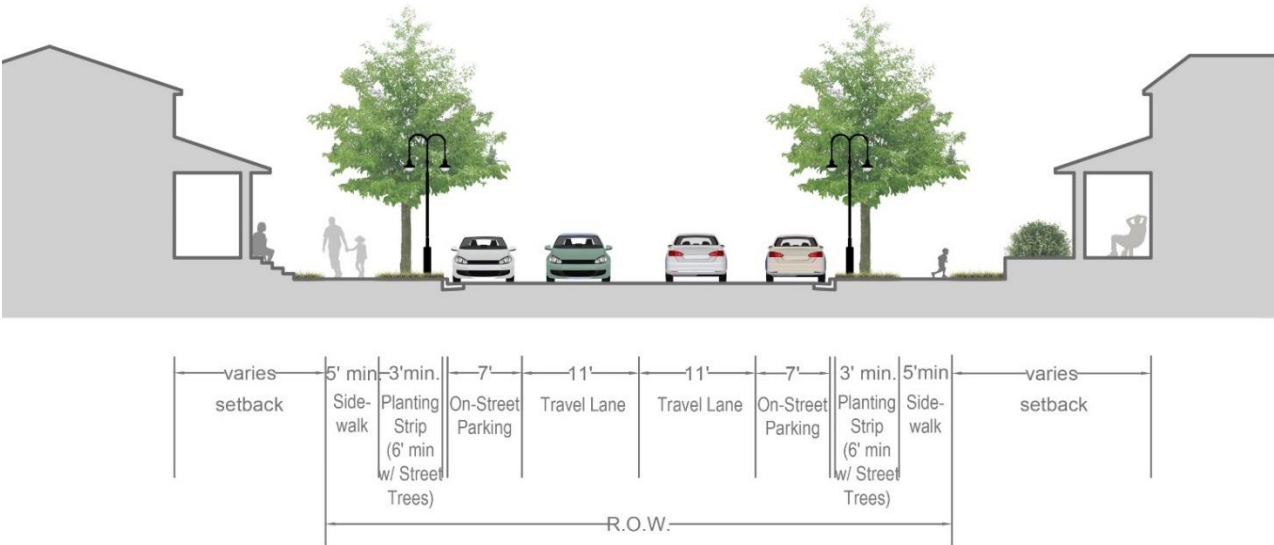
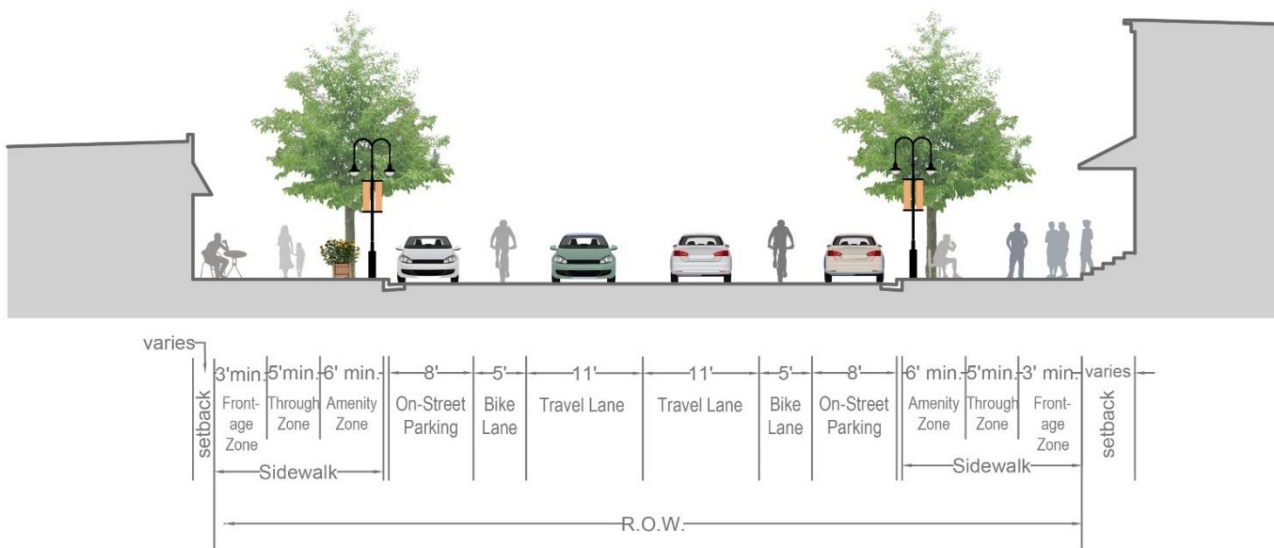


Figure 17 - Cross Section Concepts for Streets in the Mixed Use Residential District



MIXED-USE NEIGHBORHOOD COMMERCIAL | PROPOSED SECTION CONCEPTS

MIXED-USE NEIGHBORHOOD COMMERCIAL Collector Street



MIXED-USE NEIGHBORHOOD COMMERCIAL Local Street

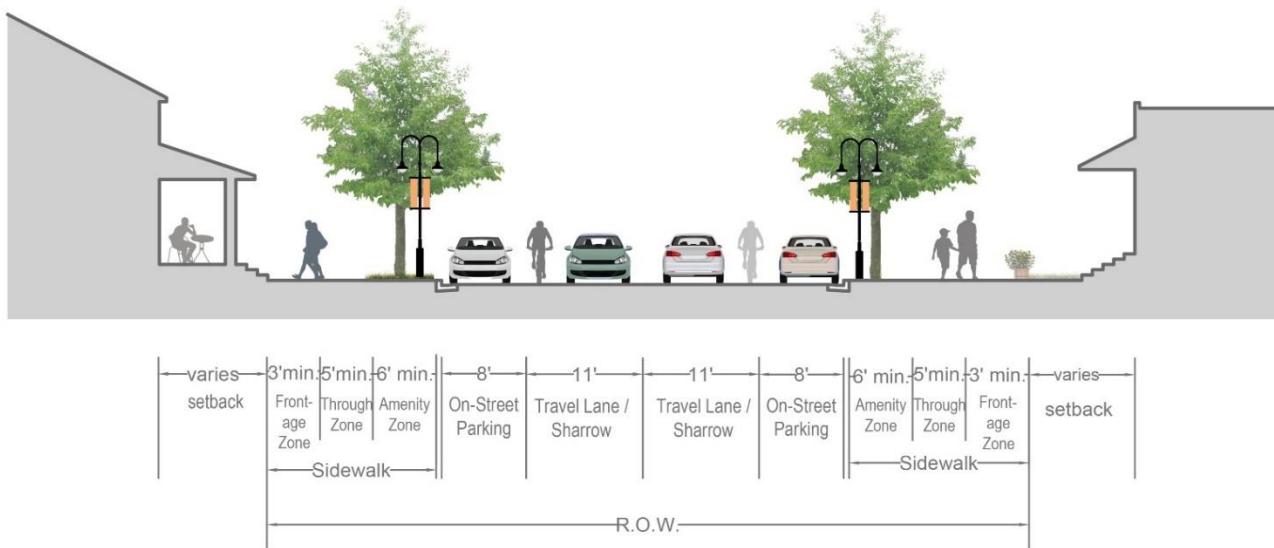
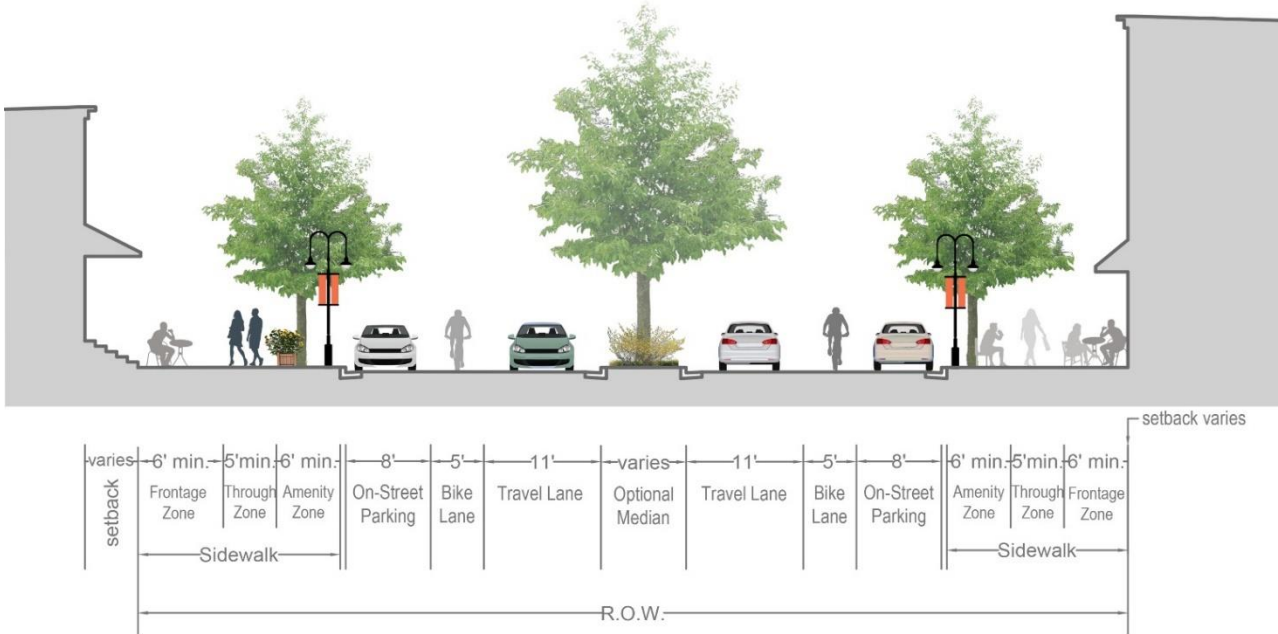


Figure 18 - Cross Section Concepts for Streets in the Mixed Use Neighborhood Commercial District

**MIXED-USE HIGHWAY COMMERCIAL** | PROPOSED SECTION CONCEPTS

**MIXED-USE HIGHWAY COMMERCIAL Collector Street**



**MIXED-USE HIGHWAY COMMERCIAL Local Street**

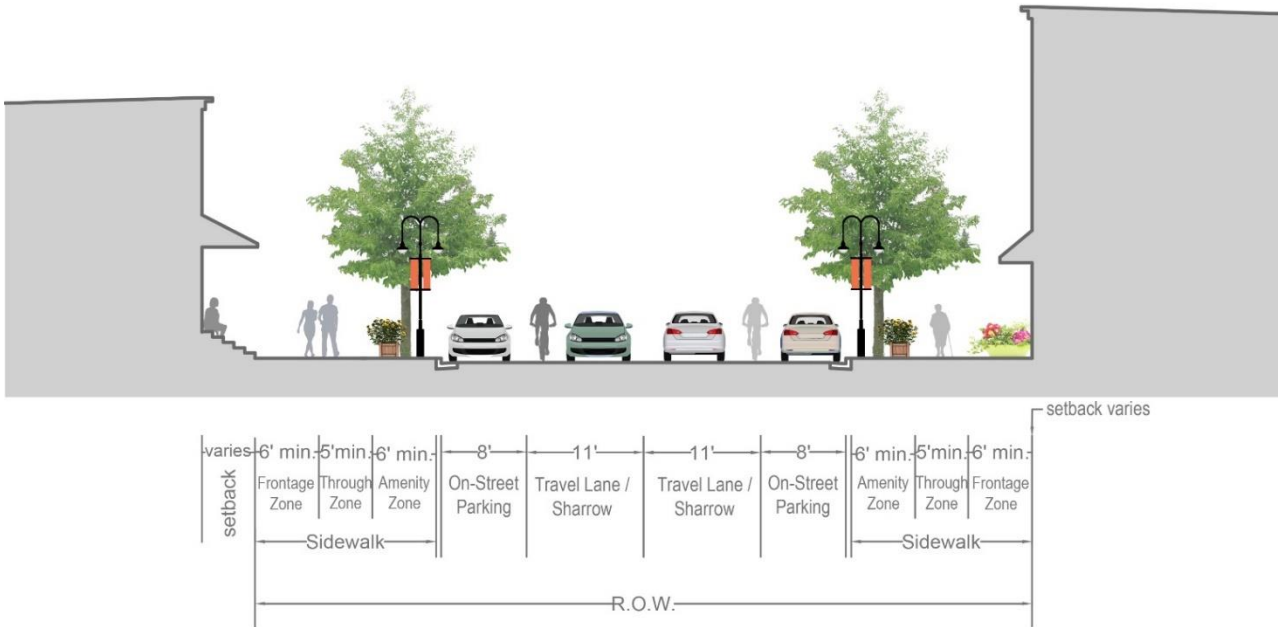


Figure 19 - Cross Section Concepts for Streets in the Mixed Use Highway Commercial District

## 4.5. Access Management

Michael Baker expected to deliver a draft of this section on 10/5.

## 5. IMPLEMENTATION

Implementing this vision will require the county to align its policies and development code with its vision. It will also require private entities to come forward and invest in the area. Opportunities for public and private collaboration should be sought out to realize the vision of Gateway Crossing. This section lays out some of the tools the county could use to implement its vision. No single tool is likely to make the vision a reality. It will take a combination of tools, and a long-term incremental approach to development, infrastructure investment, and redevelopment. The first section below lays out actions recommended in the Exit 150 study. The second section describes some tools the county can use to build the infrastructure needed to implement the vision.

### 5.1. Exit 150 Study Implementation Actions

The Exit 150 study laid out several recommendations and specific actions that the county should take to implement its vision for Gateway Crossing. The recommendations and corresponding goals are listed below. Recommendations that are no longer under consideration are not listed below. Some of the specific actions are also listed, but more detail is provided in the Exit 150 study.

#### *Goal 1: To create the organization capacity to implement the Exit 150 redevelopment strategy*

- Create a County Economic Development Authority dedicated to the implementation of the Exit 150 redevelopment and other economic development initiatives. (Already completed-the County's IDA was renamed the EDA in 2015)
- Examine opportunities to assemble key properties to facilitate important redevelopment opportunities in cooperation with developers and property owners who propose plans consistent with the county's vision for Exit 150.
- Consider the creation of a special financing district to help fund infrastructure improvements and other redevelopment activities.
- Hire an experienced Executive Director and small support staff to coordinate the County's efforts to improve the Exit 150 area and work in partnership with property owners, business owners, real estate developers, the Board of Supervisors and residents.
- Seek annual funding commitments to operate EDA.
- Seek partnership support from Exit 150 businesses and property owners for 1/3 of EDA annual budget.
- Create an Exit 150 Special Taxing District to partially fund the EDA and to provide business recruitment, marketing and land development services to the study area.

#### *Goal 2: To improve access to key development parcels in the Exit 150 study area to increase the tax base, create jobs and expand housing options*

- Work in partnership with all key stakeholders to unlock development potential of vacant land located off Tinker Mountain Road.
- Work in partnership with VDOT and key property owners to provide suitable site access to undeveloped land behind the Pilot gas station off US Route 11.



- Prepare Gateway Crossing Access Plan.
- Examine opportunity to connect new VDOT road connection at Alt 220/Cloverdale Road to Old Route 604.

*Goal 3: To limit the future impact of truck parking and traffic in the Exit 150 study area*

- Mitigate the challenge associated with truck parking and traffic demand.

*Goal 4: To seek the creation of new Park & Ride facilities on both sides of Interstate 81 Exit 150*

- Consider acquisition of VDOT Park & Ride property on US Route 220 North for future commercial development and a shared Park & Ride facility.

*Goal 5: To adopt and implement planning and zoning measures to create opportunities for future (re)development to occur*

- Rezone vacant land off Tinker Mountain Road to accommodate a mixed-use development consisting of commercial, apartments and townhome development at higher densities.
- Draft a new mixed-use zoning classification that specifically addresses the need for a higher density development in areas designated as urban growth districts (UGD) and designate this area as a UGD.
- Encourage development plans that incorporate new walking/biking trails and connect to, and capitalize on the Appalachian Trail.
- Encourage the introduction of higher density housing options (e.g., apartments, townhomes, condominiums) as part of any development in this area.
- Consider the benefits of rezoning the mixed business/agriculture/industrial zone between Cloverdale Road and Old Route 604 as B3 Business or SC Shopping Center.
- Consider the creation of an Exit 150 overlay zone to allow more integrated mixed-use development in the study area.

*Goal 6: To make necessary public infrastructure improvements in locations that will stimulate private investment and (re)development*

- Make streetscape improvements on US Route 11 south of Cloverdale Road to improve aesthetics and pedestrian amenities.
- Improve bicycle/pedestrian system.
- Evaluate opportunities with VDOT (i.e. grant funding) to enhance safety of the existing AT crossing on US Route 220.
- Further develop the streetscape edge conditions with signage, wayfinding, lighting and landscaping strategies presented on the conceptual land use plan and conceptual sections to create a study-wide program to guide future development.
- Make streetscape improvements on the eastern segment of Alt. Route 220 from the new signalized intersection to Common Parkway at First Citizens Bank.

*Goal 7: To adopt mechanisms for financing public investments in the Exit 150 study area*

- Create a synthetic tax increment financing district to finance public infrastructure and related development costs in conjunction with key (re)development projects.

*Goal 8: To adopt a policy for providing development incentives to assist projects that are consistent with the County's Exit 150 development plan and vision*

- Establish criteria for the use of public funds in partnership with other public and private funding to achieve (re)development goals.
- Identify (re)development initiatives that require the use of public funds or the powers and authorities of the EDA to be successful.
- Consider the use of declining tax abatements for property owners making significant private investments to redevelop their properties.

## **5.2. Funding Options for Infrastructure**

This section lists some additional financing and funding options available to local governments in Virginia. The county may consider using some of these options to implement the Gateway Crossing vision.

### *Grant Programs*

The Transportation Partnership Opportunity Fund (TPOF) is to be used by the Governor of Virginia through the Design-Build provisions of the Virginia Code (§33.1-12(2)(b)) pursuant to the Public Private Partnership Act of 1995 (Virginia Code § 56-556 et seq.). The Governor can also use TPOF monies for transportation aspects of economic development projects. Grants can be up to \$5 million, while loans up to \$30 million can be obtained interest free, but require repayment within 7 years. While flexible, TPOF funds are limited to use when the capacity of existing funding mechanisms has been exceeded.

### *Revenue Leveraging*

The Transportation Funding and Reform Act of 2007 (HB 3202) allows counties to raise commercial property taxes as much as \$0.25. Funds can be spent on roadway, pedestrian, and transit projects.

### *Revenue Sharing*

The Virginia Department of Transportation Revenue-Sharing Program is authorized under Virginia Code §33.1-2305. The program allows for Virginia Department of Transportation funds to match locality funds for improvement, construction, or reconstruction on any functional class of roadway. A locality can request funds for projects in other localities. A locality may apply for up to a maximum of \$10 million in matching allocations. Up to \$5 million of these requested funds may be specified for maintenance projects.

### *General Obligation Bond Financing*

General obligation bonds provide up-front capital financed through a revenue stream backed by local government tax revenues (primarily property tax). However, there are nearly always competing priorities for the use of general obligation bonds, since they are commonly used for many local capital projects, including schools, parks, and libraries. Infrastructure improvements in the Gateway Crossing area would need to be put in the County's Capital Improvements Program (CIP) in conjunction with local funding allocations and financing provisions.

### *Service Districts*

Service districts may be created by any locality, by ordinance (Code of Virginia (§ 15.2-2400)). The locality must hold a public hearing prior to the creation of any district. Two localities may jointly act to create such a district located in both localities.

Service districts are created to provide additional, more complete, or more timely services of government than are desired in the locality as a whole. Once an ordinance creating a service district is adopted, the governing body has additional powers pertaining to the district, including:

- to construct, maintain, and operate such facilities and equipment as may be necessary or desirable to provide additional, more complete, or more timely governmental services within a service district.
- to provide construction, maintenance, and general upkeep of streets and roads, public transportation systems serving the district, including the acquisition of real estate necessary to provide such services.
- to levy and collect an annual tax upon any property in the service district subject to local taxation to pay for providing the additional governmental services. Note, however, in contrast with the Community Development Authority provisions, such annual tax shall not be levied for or used to pay for schools, police, or general government services.

In addition to the taxes and assessments provide for by the enabling legislation, a locality may contribute money from its general fund as it deems appropriate to pay for the governmental services authorized within the service district. The proceeds from any annual tax or portion thereof collected for road construction may be accumulated and set aside for such period of time as is necessary to finance such construction.

#### *Community Development Authorities (CDA)*

Community Development Authorities may be established by the governing body upon petition from 51 percent of the land area or assessed value of land in any tract or tracts of land in a proposed district (Code of Virginia (§ 15.2-5152).

The locality may then adopt a resolution or ordinance creating the authority, after a public hearing. The resolution or ordinance is then recorded in the land records of the circuit court for each parcel included in the district. Two localities may jointly act to create such a district located in both localities.

The main powers of a CDA are to finance, fund, plan, construct, operate, and maintain the infrastructure improvements enumerated in the ordinance establishing the district. These can include acquisition of land; construction or improvement of roads, bridges, parking facilities, curbs, gutters, sidewalks, traffic signals, storm water management and retention systems, gas and electric lines and street lights, parks, cultural and educational uses; fencing and landscaping; fire stations, water mains and plugs, fire trucks, rescue vehicles and other vehicles and equipment; and school buildings and related structures.

A CDA may issue revenue bonds, subject to terms and conditions as may be established in the ordinance or resolution establishing the district, for all costs associated with the improvements. Revenue bonds must be payable solely from revenues received by the development authority. The revenue bonds issued by a CDA do not require the consent of the locality, except where consent is specifically required by the provisions of the authorizing resolution, and such bonds are not deemed to constitute a debt or obligation of the local governing body. The CDA may provide that the locality annually collects a special tax on taxable real property within the CDA's jurisdiction to finance the services and facilities provided by the authority. Unless requested by every property owner within the proposed district, the rate of the special tax cannot be more than \$0.25 per \$100 of the assessed fair market value of any taxable real estate.



### *Tax Increment Financing (TIF)*

The governing body of any county, city, or town may adopt tax increment financing by passing an ordinance designating a development project area and providing that real estate taxes in the development project area shall be assessed, collected, and allocated such that the future gains in tax revenues created by the improvements are used to finance the improvements (Virginia Code §58.1-3245.2).

When a public project (e.g., sidewalk improvements) is constructed, surrounding property values generally increase and encourage surrounding development or redevelopment. The increased tax revenues are then dedicated to finance the debt created by the original public improvement project.

The local assessing officer records in the land book both the base assessed value and the current assessed value of the real estate in the development project area. Real estate taxes attributable to the increased value between the current assessed value of any parcel of real estate and the base assessed value of such real estate are allocated by the local treasurer and paid into a special fund entitled the "Tax Increment Financing Fund" to pay the principal and interest on obligations issued or development project cost commitments entered into to finance the development project costs.

Tax Increment Financing typically occurs within designated Urban Renewal Areas (URA) that meet certain economic criteria and approved by a local governing body. To be eligible for this financing, a project (or a portion of it) must be located within the URA.

### *Conditional Zoning*

The Virginia General Assembly enabled conditional zoning to address the shortcomings of traditional zoning methods when competing and incompatible land uses conflict (Virginia Code §15.2-2296-2203). While it is technically a zoning tool, it is also a tool for funding infrastructure and the financial impacts of growth.

Conditional zoning allows reasonable conditions, known as proffers, to be offered by the applicant during a rezoning process as a way of mitigating the impacts of the proposed rezoning. Proffers may include land, infrastructure, cash, or other conditions or constraints on the use of the property. These proffers, if accepted by the governing body as part of the rezoning approval, become part of the zoning ordinance as it applies to that property. In theory, conditional zoning allows land to be rezoned that might not otherwise be rezoned because the proffers will protect the community or area affected by the rezoning.

All proffers must be made voluntarily. A governing body is not authorized to require a specific proffer as a condition to granting a rezoning. However, there may be times, in the near or longer-term future, where an owner may indeed wish to rezone their property in the Gateway Crossing area, in which case proffers could come into play.

## **6. SUMMARY**

- To be completed after review.
- Will describe next steps, including zoning update to align with the comprehensive plan, request transportation funding for improvements through Smart Scale.
- Future study to connect Gateway Crossing with Blue Ridge, Troutville, and Fincastle.